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Waterfront Workshops



Port of San Francisco
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Contents:

- A) Port of San Francisco, Statements of Facts and Issues on various Port land uses and industries.
- B) Current and previously proposed waterfront project profiles.
- C) San Francisco Waterfront Special Area Plan, Bay Conservation and Development Commission, April 1975.
- D) San Francisco Waterfront - Piers 7 through 24, Total Design Plan, Bay Conservation and Development Commission, May 15, 1986.
- E) San Francisco Master Plan, Northeastern Waterfront Plan, Central Waterfront Plan, and Recreation and Open Space Element (partial only).
- F) The Embarcadero Plan, San Francisco Chapter American Institute of Architects, April 1986.
- G) Public Access Design Guidelines, San Francisco Bay Conservation and Development Commission, September 1985.
- H) Fisherman's Wharf Development Program, Urban Design Plan, Skidmore, Owings & Merrill; Hargreaves associates, Keilani Tom Design Associates, May 1989, (partial only).
- I) San Francisco Waterfront Transportation Projects Urban Design Consulting Services - Summary Memorandum for: Urban Design Review... , December 13, 1991.
- J) Embarcadero Roadway Art Ribbon Project - general information.
- K) Embarcadero Roadway Historical & Interpretive Signage Project, Michael Manwaring & Nancy Olmsted, September 25, 1992, (partial only).

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**A. Port of San Francisco,
Statements of Facts and Issues
on Various Port land uses
and Industries.**

**PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
WATERFRONT PLAN ADVISORY BOARD**

**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF THE FISHING INDUSTRY**

(Revised 8/28/92)

The following material provides a brief statement of the facts and issues relating to the land use requirements of the Fishing Industry, and related support services, as identified in the profile report and in workshops with industry representatives.

**I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND
AND FACILITIES TO MEET FUTURE INDUSTRY NEEDS**

- o Growth potential in the fishing industry varies depending on the particular activity. Fish handling and distribution activities have the greatest growth potential. As a result of earthquake damage, the Port has secured funding and begun improvements to the existing fish handling and distribution space at Sheds B and D on Pier 45 in Fisherman's Wharf. If additional space is required to accommodate growth, Shed C has been identified as the preferred location (although the necessary improvements to accommodate expansion into Shed C have not been funded at this time). Pending the completion of the earthquake repairs at Pier 45, however, Piers 28, 33 and 54 are being used for fishing activities. Industry representatives expressed doubts as to whether those facilities could be upgraded to meet anticipated regulations for fish handling. The Port intends to relocate these activities back to Pier 45 which will be upgraded to meet new standards. In the meantime, some fish handling and distribution operations have relocated away from the Wharf, although the Wharf is still their preferred location due to its concentration of activity.
- o Growth potential of commercial fishing was also considered in the existing plan for new harbor, berthing and support facilities (parking, restrooms, storage, etc.) at Hyde Street Pier and intensification of uses on Pier 45 collectively referred to as the "Seafood Center Project". Industry representatives indicated that the planned improvements would meet future needs. (They also noted that the improvements, while desirable, could not be funded by the fishing fleet through increased rents and fees.) Herring activity, which has seasonal demands that exceed the planned capacity at Fisherman's Wharf, can be accommodated at Pier 54, with overflow uses at Piers 28 and 33.
- o The sportfishing industry representatives stated that growth in their businesses was constrained directly by state regulation of the salmon catch, and indirectly by deficiencies in their facilities at Fisherman's Wharf, such as the lack of accessible floating docks and inexpensive parking for their customers.
- o The location, availability and cost of parking is a concern of the commercial fishing industry as well as sportfishermen. Even though the number of spaces proposed to be provided in Shed A as part of the Pier 45 improvements would meet Cal Boating requirements, the cost of those spaces is an issue to the fishing industry. Furthermore, there is concern that the amount of parking would not be sufficient to accommodate industry needs, particularly if there is additional tourist-related development in the area. In addition, the commercial

fisherman want parking to be retained near Scoma's Restaurant because proximity to their boats is important for off-loading gear and boat repairs. The Seafood Center Project plans includes short term parking spaces adjacent to new berths to meet these needs in the future.

- o Representatives indicated that in addition to parking, other fishing industry support service uses, such as chandleries and gear storage, must be located in close proximity to the harbor.
- o Given the high level of fish distribution and deliveries, particularly in the early morning hours, there is a need to provide truck access through the Fisherman's Wharf area. Industry representatives suggested that the fish distribution activities currently taking place from trucks parked on Jefferson Street should be relocated onto Port property, possibly at Pier 45 if a truck turn-around could be provided, where they can be regulated according to sanitation standards, and in order to reduce street congestion.
- o Additional space may also be required to accommodate a Fisheries and Environmental Research Institute, which is being studied for possible development at Shed C on Pier 45.
- o Re-location of the fishing industry out of the Wharf area was not considered to be feasible because of the need for proximity to the fishing grounds and a protected harbor. Although some of the needs of the fishing industry could be accommodated elsewhere on Port property, or with respect to fish distributing, off-Port property, the industry representatives of commercial fishing, sports fishing, fish handling and related support services emphasized the importance of proximity to the waterfront, and to each other. The principal exception was that the herring fisheries, which is a seasonal activity, could be accommodated away from the Wharf at Piers 54, 33 and 28.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The regulatory and environmental issues with the greatest potential impact on the fishing industry's need for additional land are (1) reforms of the Central Valley Water Project, and related federal and state water distribution and water quality policies, to ensure an adequate supply of clean, fresh water to the Bay to sustain the salmon fishery and other fisheries resources, and (2) pending federal regulations of fish handling. BCDC plans and policies which restrict parking and require public access within the shoreline band may be an issue in terms of addressing the needs of the industry. An additional environmental issue is the possible adverse impacts on water quality caused by fishing-related activities that do not meet adopted water quality standards.

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The fishing industry can not support the full cost of the Pier 45 Earthquake Repair Project or the Seafood Center Project (including the new harbor and further Pier 45 improvements, such as the build out of space in Shed C). Industry representatives maintain that the presence of the industry in Fisherman's Wharf provides value to the restaurants and tourist businesses, and that Port revenue from those uses should be used to subsidize the industry. In addition, the industry provides important economic benefits, such as jobs and lower cost

of product for local consumption. Grant funding and low cost loans have been and may continue to be available to reduce the cost of capital improvements for this industry.

- o The cost of capital improvements for the fishing industry will vary depending upon the final plans for improvements to the harbor and Pier 45. The cost of completing the earthquake repairs to Pier 45 (which diverted funding originally slated for the Seafood Center) is estimated at \$ 13.4 million (funded by Federal and State grants, FEMA and \$5.8 million from the Port). The proposed Seafood Center Project, which included approximately \$6.6 million in improvements to the harbor, was estimated in 1989 to cost \$26 million. Funding for that project has not been completely secured and it is currently being revised in light of the earthquake repairs, increasing construction costs and industry requirements. However, the Port has allocated \$300,000 to begin the environmental review process for the Seafood Center Project .

**PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
WATERFRONT PLAN ADVISORY BOARD**

**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF THE COMMUTER FERRY INDUSTRY**

(Revised 6/2/92)

The following material provides a summary of the facts and issues relating to land use requirements of the Commuter Ferry Industry, as identified in the profile report and in the workshop with industry representatives:

I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND AND FACILITIES TO MEET FUTURE INDUSTRY NEEDS

- o The commuter ferry industry is expected to continue to grow for the foreseeable future. The MTC Bay Area Ferry Plan predicts a 30-35% increase in commuter ferry passengers coming to San Francisco by the year 2000 (from approximately 3,000 passengers in the morning rush hour to 4,000 - 4,250). Currently the only permanent passenger ferry facility in San Francisco is the Golden Gate Ferry facility at Ferry Plaza. Additional temporary facilities exist at Pier 1/2 and at Ferry Plaza to serve passengers on Red and White and Harbor Bay Island service.
- o Given this anticipated growth Port Staff conducted an analysis to determine the most appropriate location for expansion of permanent commuter ferry landing facilities along the waterfront. Given that most commuter ferry passengers would continue to have destinations in downtown San Francisco it was determined by Staff that expansion should occur near the Market Street Transit Corridor and near the Central Business District. Of all the sites investigated it was determined that expansion of the temporary facility at Pier 1/2 would be the most appropriate site. The Port has already begun construction of a permanent four berth facility at Pier 1/2 which is being funded out of regional, state, and federal funding sources.
- o The demand for additional permanent commuter ferry landing locations beyond those already planned for Pier 1/2 will be driven by growth in the number of commuters. The two largest factors that will determine this growth are changes in the technology of ferry boats and the continuation of operating subsidies to the industry. If major breakthroughs can be made in ferry technology (leading to a reduction in commute times), and if the price for commute service on ferries is competitive with other forms of mass transit, then the possibility exists demand will grow for an additional facility. In addition demand will also grow for sites for support services such as a fuel dock.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o It is a generally accepted public policy goal for the San Francisco Bay Area to expand the use of commuter ferry service; therefore, generally speaking the regulatory and environmental climate encourages expansion and continued operation of the commuter ferry industry. Still, environmental review will need to be conducted on expansion of the Pier 1/2 facility as well as on any new commuter ferry facilities. Additionally public access opportunities will need to be provided at any new permanent facility.

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The biggest financial issue in regards to the commuter ferry industry is the continuation of subsidies, both operations subsidies that pay for subsidized fares on commuter ferries and capital subsidies to pay for expansion of permanent commuter ferry facilities. Operating subsidies currently cover 35% - 40%, on average, of the total operating costs of most commuter ferry operations. Competition for this money with other forms of mass transit is becoming much more severe. Operating subsidies are absolutely necessary if commuter ferry fares are to continue to be competitive with other forms of mass transit.

Capital subsidies for new facilities, while still not abundant, are often easier to secure. The Port has been able to secure grants totalling \$9 million for the Pier 1/2 project.

- o The Port's revenue stream from the commuter ferry industry is generated from month to month rental charges to operators, per passenger fees and a percentage charge for all concession sales on the vessels. As currently set, the revenue stream from Pier 1/2 will not allow the Port to re-coup enough revenue to cover the annual maintenance and up keep of the new terminal. The Port is negotiating a new lease structure for the operations at Pier 1/2 that would allow the Port to break even on operating costs once terminal improvements are completed. Due to the continuing need for subsidies it is not expected that the commuter ferry industry will generate any net new revenue for the Port.

**PORT OF SAN FRANCISCO
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WATERFRONT PLAN ADVISORY BOARD**

**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF BREAK-BULK AND BULK SHIPPING**

(Revised 6/2/92)

The following material provides a brief statement of the facts and issues relating to the land use requirements of the Break-Bulk and Bulk Shipping Industry, and related support services, as identified in the profile report and in workshops with industry representatives.

**I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND
AND FACILITIES TO MEET FUTURE INDUSTRY NEEDS**

- o The 1988 BCDC/MTC Seaport Plan projections for break-bulk and bulk cargo volumes, in general, show flat or slow growth over the next twenty years. In addition, the Seaport Plan concluded that there is an oversupply of facilities to accommodate these types of cargo at Bay Area ports.
- o General break-bulk is primarily handled at Pier 80 along with the container cargo. The facility is in good condition, and the industry representatives reported that break-bulk cargo handling is not incompatible with container handling for the foreseeable future. Pier 80 has sufficient capacity for future general break-bulk cargo.
- o Growth in break-bulk shipping of coffee could be somewhat higher than the forecast indicated because, subsequent to the BCDC/MTC forecast, San Francisco was designated as the third port of entry and distribution for coffee futures. New York, which shares this designation, operates a large break-bulk terminal for coffee. Existing break-bulk terminal space, particularly at Pier 80, are underutilized and could potentially accommodate any increase in break-bulk coffee (or cocoa) imports. There are also several piers along the southern waterfront that could serve as both a break-bulk terminal and warehouse for coffee imports, including Piers 38, 48, and 50.
- o Notwithstanding the slow growth forecast for break-bulk commodities, the Port could increase its regional share of neo-bulk commodities through competition with other Bay Area ports. Some industry representatives suggested that the Port might attract additional auto imports and exports by expanding the existing facility at Pier 70. An additional 18 acres of land adjacent to the facility is currently used for towed cars. In addition, the Hunter's Point Naval Shipyard was discussed as a possible location for an auto terminal because that type of terminal requires minimal land side capital improvements. Other industry representatives did not think that San Francisco could compete with ports such as Benecia and Richmond which offer large land area, and have long term contracts. The consensus was that container terminals generate more revenue than do auto terminals, and thus auto terminal-use should not be considered on the 100 acres reserved for container terminal development in the vicinity of Piers 80, 94 and 96.

- o Industry representatives also indicated that the Port should examine the feasibility of developing dry bulk facilities. Vancouver is investing \$150 million in new facilities even though, like San Francisco, it is not close to the source of dry bulk exports. However, the high capital investment cost, low value of the commodity and need for large land area were cited as reasons that the Port should not allocate scarce land resources to this use.
- o Newsprint, the Port's other significant neo-bulk commodity, has consolidated its operations at Piers 27-29. This is the only break-bulk use located on a finger pier. Industry representatives did not identify a need for additional terminal space, however, support service representatives indicated a need for additional space to store newsprint off-terminal. One company recently secured a 40,000 square foot warehouse in Oakland for this purpose, but would have preferred a San Francisco location. Although Piers 27-29 are rated in "good" condition, the principal operational issues are the need for dredging and difficult truck access. Trucks currently pick up the newsprint at off-peak hours to avoid traffic congestion.
- o Piers 70, 90 and 92, the locations for automobiles, grain and liquid and dry bulk respectively, are in generally poor condition. Because these locations are also suitable for container cargo activities over the long term, a careful evaluation must precede any capital improvements to these facilities for the existing purpose.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The regulatory and environmental issues with the greatest potential impact on the bulk and break-bulk shipping industry's demand for additional Port land are (1) resolution of the dredge disposal problem in a financially feasible manner (although dredging requirements for break-bulk are lower than container shipping) and (2) enactment of land use policy and zoning regulations of City and Regional agencies to ensure preservation of industrial land, or provision of new industrial land at the Naval Shipyard, for cargo related support service uses (such as warehousing and trucking activities).

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o Whether the Port should maintain the current allocations of land for break-bulk and bulk cargo requires an analysis of the cost and revenue factors at a given location, and the lost opportunity costs of not substituting alternative higher value uses. Whether additional land should be allocated for break-bulk and bulk uses, particularly coffee imports and/or an expanded auto terminal operation, depend upon the economic feasibility of specific proposals.
- o Over the long term rising maintenance and dredging costs will make it difficult for these uses to compete with container cargo uses for land that can be used for either purpose. Currently, break-bulk and bulk activities generate \$2 million per year in revenue to the Port, while container shipping activities generate \$8 million annually.

**PORT OF SAN FRANCISCO
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**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENT OF THE SHIP REPAIR INDUSTRY**

(Revised 8/28/92)

The following material provides a brief statement of the facts and issues relating the land use requirement of the Ship Repair Industry, as identified in the profile report and in a workshop with industry representatives:

I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND AND FACILITIES TO MEET FUTURE INDUSTRY NEEDS:

- o The Ship Repair industry has experienced a major downturn in its operations with a decline in the work force from a high of 20,000 workers working at 15 different locations along the waterfront in the 1960's to a current level of 500 workers operating out of two remaining facilities along the waterfront. (Southwest Marine which operates out of Pier 70 and Service Engineering Company, SECO, which operates out of Pier 50). The major reasons for the downturn in the industry have to do mostly with factors that are beyond the control of the Port of San Francisco. These include:
 - 1. The elimination of federal subsidies for the U.S. industry while foreign governments have continued their subsidies.
 - 2. The decline in private repair work being done on military ships.

Given the current market trends for this industry there is more than an adequate amount of land currently being dedicated along the San Francisco waterfront for use by the Ship Repair industry.

- o There is over one million square feet of surplus land at Pier 70 that Southwest Marine operates under a license agreement with the Port which is not needed for their ship repair operations. Given current market trends, if this land becomes available it should be dedicated for uses other than Ship Repair.
- o The major land use issue that is subject to Port control is the lack of access to a drydock for Ship Repair companies other than Southwest Marine. SECO claims that this lack of access prevents them, and other smaller companies, from being competitive in the Ship Repair industry. Access to a drydock will be a major factor in determining whether or not more than one company will maintain a permanent facility along the waterfront.
- o Other land use issues for this industry include the long term compatibility of Ship Repair operations at Pier 50 once the Mission Bay development project is underway, and access by smaller companies to piers that will allow them to work on ships on an as needed basis.

- o Although not within Port jurisdiction, the Hunters Point Navy Yard may represent an opportunity for access to a drydock. The shipyard currently contains a major drydock that has been used for a number of years by the Navy for ship repair work. If this drydock is put into use by a private Ship Repair company, consideration might also be given to relocating all of the operations of that company to the shipyard. (It should be noted that operation and maintenance of this drydock and the potential need to maintain the existing rail access could be very expensive. Given the trends in the industry which remain outside of the Port's control it is questionable as to whether or not sufficient demand exists for this facility. As indicated above, the Port's two major ship repair companies disagree over whether there is sufficient demand to justify operation of a second drydock, in addition to the one operated by Southwest Marine.)

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The major regulatory issue facing the ship repair industry, similar to other maritime industries, is the issue of dredging. The total amount of dredging that is required to maintain current operations at both Piers 50 and 70 is estimated at 125,000 cubic yards per year. Under terms of their current lease agreements, both companies are responsible for performing their own dredging. The seven point plan passed by the Board of Supervisors (mentioned in Point III) passes on this responsibility to the Port. An additional environmental concern is the possible adverse impact on water quality caused by ship repair activity that does not meet adopted water quality standards.

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o In order to be more competitive in attracting ship repair customers, the Board of Supervisors passed a seven point program earlier this year which calls for the Port and City to make a number of concessions to support the industry. In addition to asking the Port to perform maintenance dredging work around ship repair facilities, the Board of Supervisors seven point plan also recommends to the Port that they waive most of the dockage fees and provide rent credits to the companies for capital work that they perform on their facilities. The Port has recently entered into negotiations with the Ship Repair companies to amend the current leases so that they will reflect the changes recommended in the program. The Port currently receives payments of around \$2 million per year from ship repair companies. It is anticipated that once these negotiations have been completed this figure will be reduced. In addition to waiving most dockage and rent, the seven point plan also directs the Port to dedicate a currently vacant building at Pier 70 towards use by the industry for training. (The Port has already complied with this point.)

**PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
WATERFRONT PLAN ADVISORY BOARD**

**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF THE CONTAINER SHIPPING INDUSTRY**

(Revised 6/2/92)

The following material provides a brief statement of the facts and issues relating to the land use requirements of the Container Shipping Industry, and related support services, as identified in the profile report and in workshops with industry representatives.

**I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND
AND FACILITIES TO MEET FUTURE INDUSTRY NEEDS**

- o Based on the 1988 BCDP/MTC Seaport Plan projections of a four fold increase in container cargo over the next 20 years, there is a high probability that additional land will have to be devoted to this use.
- o The Port currently has about 185 acres in active use by the container shipping industry (excluding off-terminal container support services such as warehousing). The Port also has reserved over 100 acres of vacant land in close proximity to the existing container terminals (adjacent to Piers 80 and 96), which should satisfy much of the demand for terminal space within a 20 year horizon. The Port may also have to set aside land for cargo related support services to support that container shipping growth, if the land and facility requirements of those services are not provided for off Port property.
- o The Seaport Plan policies provide that the Port should designate land between Piers 70 and 80, in addition to the 100 plus acres already reserved, for development of additional marine terminal capacity, in order to reduce the need for filling elsewhere in the Bay. The Seaport Plan presumed the availability of regional financing to accomplish its goals.
- o The exact number of acres required to accommodate projected container cargo volume can not be determined without specific information about future: (1) carrier needs, (2) tonnage levels, (3) local/intermodal split, and (4) technological and facility improvements implemented to improve throughput capacity at container cargo terminals.
- o The key factors that determine if the growth of container cargo volume at the Port will achieve the forecasted four-fold increase, and thus realize the anticipated demand for land, depend upon the availability of funds for capital improvements, particularly the completion of the tunnel project and related rail line improvements necessary to intermodal growth, the ability to resolve the dredged material disposal controversy in a financially feasible manner, and a sufficient supply of support service providers essential to the marketability of the Port.

- o The consensus among industry representatives is that currently planned yard, gate and crane improvements would enable existing terminals to accommodate growth in container shipping for local markets and therefore should be a priority. If the tunnel improvements are built (thus increasing the Port's ability to compete for cross-country container transport) and cargo increases occur as projected, then the improvements to existing terminals would not only be essential, but also new terminal development and transportation access improvements would be required.
- o Industry representatives also agreed that a long lead time (7-10 years) was required to develop new terminal facilities or berths, and that ports must take the lead role in the development process even if the industry ultimately agrees to invest directly in the development.
- o The closing of I-280 access, and the planned modifications along the Embarcadero have adversely affected the competitiveness of the Port, but are assumed to be temporary set backs. Cargo support services have adjusted to traffic congestion, in part, by trucking goods at off-peak hours.
- o Displacement of cargo support service businesses currently located in Mission Bay, and increasing demand for services associated with growth in the industry, create additional demand for Port land.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The regulatory and environmental issues with the greatest potential impact on the container shipping industry's demand for additional Port land are : (1) resolution of the dredge disposal problem in a financially feasible manner, (2) enactment of land use policy and zoning regulations of City and Regional agencies to ensure preservation of industrial land, or provision of new industrial land at the Naval Shipyard, for container cargo related uses (which would need to maintain rail access).

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o Container shipping is a capital intensive industry. Capital funding necessary to accommodate future growth is roughly estimated as follows (in millions):

Funded improvements to existing terminals	\$ 8.5
Planned improvements to existing terminals	30.0
Tunnel and Rail Bridge improvements	22.0
Purchase Additional Property at Pier 80	3.5
Develop 100 acre reserve as terminal	45.0
<i>(w/o berths assume \$450,000 per acre)</i>	
<u>Develop 3 new berths per Seaport Plan</u>	<u>120.0</u>
<u>(assume \$40 million per berth; these 3 berths would be located on the 100 acre reserve)</u>	

Develop 3 new berths per Seaport Plan 120.0

(assume \$40 million per berth; these 3 berths would require
development of Warm Water Cove, the land and development
costs for which are unknown if pursued)

Off-Port transportation improvements 40.5

(assumes State and Federal Funding)

- o The need for additional land is contingent upon the availability of funding to develop the facilities necessary to accommodate future growth. Possible sources of funds include: (1) Port of San Francisco revenue based bonds, (2) Private investment, (3) State or Federal grant funding, and/or (4) City or Regional tax supported funding.
- o The Port usually can not attract substantial new revenue from container shipping without developing additional land. To do that, investment to develop additional land would be required years in advance of new revenue generation activity.
- o As of 1986, shipping services were estimated to account directly for approximately 2000 jobs, with a payroll of over \$50 million, and tax payments to the City of \$783,000 annually.

PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
WATERFRONT PLAN ADVISORY BOARD

STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF THE CRUISE INDUSTRY

(Revised 6/2/92)

The following material provides a summary of the facts and issues relating to land use requirements of the Cruise Industry, as identified in the profile report and in the workshop with industry representatives:

I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND AND FACILITIES TO MEET FUTURE INDUSTRY NEEDS:

- o The cruise industry has historically been an important part of the San Francisco waterfront and although San Francisco is a desirable cruise destination ^{and City's} growth in the San Franciscan market depends primarily on factors beyond the Port's influence. The major factors working against San Francisco becoming a major cruise market are San Francisco's central location on the west coast (which places it 1-2 sailing days further away from major cruise destinations such as Alaska and Mexico, in comparison with Southern California and Vancouver) and current cabotage laws (as referred to in Pt. II). Changes in these regulations are currently being discussed, however even if significant growth in the San Francisco market were to occur it is still unlikely that San Francisco would require more than a two berth facility. (Although a temporary third berth should be available in the event that three cruise ships should call simultaneously.)
- o Although the current facility at Pier 35 provides two berths, there are several physical limitations that have led the Port to consider Piers 30-32 as a more appropriate site for a new cruise terminal. The physical limitations mentioned by the industry experts include the need for frequent dredging and inefficient ship and passenger servicing facilities. The industry experts noted that in particular problems existed with lack of adequate parking, difficult ingress and egress for drop off of passengers, difficulties that service vehicles have in gaining access to the pier, and the lack of a public viewing area. The limitations on Pier 35 are most acute when two ships call on the facility simultaneously. If significant growth in the industry were to occur this would become more of a problem at Pier 35.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The U.S. Passenger Service Act prohibits passenger carriage on vessels between U.S. Ports on foreign flagged vessels. Since there are only three U.S. flagged deep sea cruise vessels, this prevents most cruise lines from offering itineraries that would carry passengers one way between San Francisco and other U.S. cities along the coast. Attempts are underway to have this Act amended to allow foreign flagged vessels to operate one way cruises from U.S. ports to Alaska. If this occurs it could have growth implications for San Francisco.

- o Due to the berth configuration, which is perpendicular to prevailing currents, Pier 35 requires annual dredging of an average of 50,000 cubic yards to maintain adequate water depth for larger cruise ships. Resolution of the dredge disposal problem through the Long Term Management Strategy could determine whether or not cruise operations can continue to operate cost effectively at Pier 35. A new facility that is proposed for Piers 30-32 would reduce dredging requirements, since no dredging would be required for the eastern berth, and considerably less dredging would be required for the southern berth.

III IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The Port generates a positive annual cash flow of around \$100,000 from passenger, dockage and wharfage fees charged to the cruise lines at Pier 35. Taking into account the costs associated with passenger lounge upgrades in the last ten years however, the terminal has roughly broken even. The Port estimates that the existing facility at Pier 35 currently requires a minimum of \$1 to \$2 million in maintenance improvements.

In addition, industry experts have advised the Port that extensive renovation to the existing Pier 35 cruise terminal facility is desirable. Although the industry experts disagreed as to the extent of the renovations that are needed, all of the experts agreed, that such renovations could not be financed through growth in the cruise business since this relies on other factors unrelated to the facility.

- o The trend in new cruise terminal developments has been to integrate ancillary commercial activities into the terminal facility. All recently constructed new cruise terminals in North America have included some commercial facilities such as hotels, convention and conference space, retail shops restaurants and parking garages. In 1990 the Port received a proposal for such a facility for Piers 30-32 and SWL 329 and 330 across the Embarcadero. Revenues generated from the proposed ancillary commercial development would be sufficient to pay for the new cruise terminal facility. The developer is now attempting to obtain financing for the project. In the event that project financing is obtained the project will still be subject to a public approval process that will include an EIR and review by the Port Commission, City Planning Commission, and BCDC. In the event that the proposed project is not successful, other options could be evaluated, such as integrating commercial activities into a renovated terminal at Pier 35.
- o The cruise industry contributes between \$50 and 70 million annually in direct and indirect impacts to the local economy. These impacts are in the area of fees paid directly to the Port, stevedoring companies, bar pilot and tugboat operators, ship repair companies and in direct spending by passengers for lodging, and air/ground transportation, restaurants, and other forms of entertainment.

**PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
WATERFRONT PLAN ADVISORY BOARD**

**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF THE EXCURSION BOAT INDUSTRY**

(Revised 8/28/92)

The following material provides a brief statement of the facts and issues relating to the land use requirements of the Excursion Boat Industry, and related support services, as identified in the profile report and in workshops with industry representatives.

**I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND
AND FACILITIES TO MEET FUTURE INDUSTRY NEEDS.**

- o Growth in the excursion industry varies by market segment, although all market segments benefit by increases in visitors to the area. The dining cruise and small charter segments depend upon Bay Area visitors, locals and convention visitors as their principal market. Sight-seeing tours and recreational ferry ridership depend more upon visitors who are vacationing in the Bay Area. The greatest amount of growth potential appears to be in the dining cruise and small charter segments, especially for lower priced individual dining opportunities, as well as for business groups.
- o Existing operators need additional land to meet current requirements. One major operator (Hornblower) is on a thirty day license at a small facility at Pier 33 and has expressed a desire for a longer term lease. In addition, all of the dining cruise operators expressed the desire to have access to facilities near the downtown area for loading business groups.
- o Excursion boat locational requirements depend upon the market segment being served, with visitor oriented services preferring locations close to Pier 39 and Fisherman's Wharf, and services oriented to convention or business groups interested in downtown locations. Visibility from the street is a prime concern, as is availability of parking, loading and storage areas in close proximity to the berth. The dining cruise operators are more concerned about parking than others, because their guests typically depart late in the evening when public transit is not as readily available.
- o Waterfront facilities for the excursion boat industry (including dining and sight-seeing cruises, recreational ferry riders and small charters) are currently provided in the area of Pier 31 to 43 1/2, the Ferry Building and South Beach Marina.
- o In a recent study the Port examined possible sites for additional excursion boat facilities including Piers 31, 17-19, 9, 3, 1, and 28, with the conclusion that Piers 3 and 9 offer the most feasible development opportunity for a large multi-use facility. Although the operators have expressed a reluctance to operate out of a multi-use facility, Piers 3 and 9 are still desirable locations even if not operated as multi-use facilities due to their proximity to downtown. There are additional locations that could accommodate single operators, perhaps in a mixed use development.

- o In allocating additional land for support services, consideration must be given to the need to accommodate boat repair facilities that can handle excursion boats.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The regulatory and environmental issues with the greatest potential impact on the excursion boat industry's demand for additional Port land relate to BCDC policies limiting automobile parking near the waterfront, and traffic impacts. The industry is also indirectly affected by the regulatory issues associated with dredge disposal because the only San Francisco facility available for repairs to boats of the size used by the industry is expected to close within the year if a solution to its dredging problem is not found. An additional environmental issue is the possible adverse impact on water quality caused by excursion boat activities that do not meet adopted water quality standards.

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The excursion boat industry paid the Port nearly \$1 million in fees or rent in 1991. A recent study prepared for the Port estimated that excursion boat operators employ nearly 200 people, with a payroll of over \$4 million each year. The total revenue estimated to be generated by ticket sales is estimated to be \$20 million, with the City collecting over \$600,000 in sales tax alone from ticket sales.
- o The amount of additional land that is allocated for excursion boats depends upon how the Port can best maximize revenue from these uses. The Port controls most of the waterfront areas that would be suitable or desirable for excursion passenger loading and support services, with the exception of Pier 39 Harbor and South Beach Marina. The Port can either attempt to control the number of operators, thereby improving the profitability of the existing operators, or allow the market to determine the number of operators by soliciting competitive bids for development and operation of all of the feasible loading sites, subject only to land use considerations such as compatibility, parking, etc.
- o The need for additional land, however, is partly contingent upon identifying a financing source or mechanism to fund new capital improvements for the industry. The industry representatives stated that they assume a lot of risk in commissioning the boats (excursion boats with capacity for over 500 people can cost more than \$6 million.) Therefore, they conclude, the Port should assume some risk in constructing facilities. Industry representatives also stated that they would not be interested in funding capital improvements for a facility that they did not have exclusive rights to use. Typically, the Port uses rent credits against percentage rent to provide financing for major landside improvements, because it minimizes the Port's initial capital outlay for a project.

**PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
WATERFRONT PLAN ADVISORY BOARD**

**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF THE RECREATIONAL WATER USERS**

(Revised 8/28/92)

The following material provides a brief statement of the facts and issues relating to the land use requirements of Recreational Water Users, including recreational marinas, temporary berthing, mooring, launch and landing sites for boats and non-motorized small craft (kayaks, canoes, row boats, windsurfers), water access and water quality for swimmers, boat clubs and boat repair, storage and related support services, as identified in the profile report and in workshops with recreational water user representatives.

**I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND AND
FACILITIES TO MEET FUTURE NEEDS OF RECREATIONAL WATER USERS**

- o Although existing growth trends do not indicate an increase in demand significant enough to justify development of new recreational marinas, industry representatives encouraged the Port to take a long term view because such developments require a long lead time. Currently, there are vacancies for larger boats at existing marinas, however, there is a substantial shortage of berths for smaller boats.
- o The lack of sufficient public launch facilities for both trailerable boats and non-motorized small craft was also identified as an existing deficiency. There is also current unmet demand for dry storage space for trailerable and non-trailerable boats. A launch ramp and dry storage for trailerable boats should be combined at one location on the waterfront. Non-motorized small craft require a soft launch and landing site, but could potentially share other facilities with trailerable boats, such as parking, storage and services.
- o There is only one public launch, it is currently out of commission because of storm damage to the dock, and it is poorly designed and undersized. In the interim, private clubs are being used by the general public creating congestion and liability problems for the clubs. There is also a need for additional space for trailer parking in the vicinity of the launch. A condition of a grant for repairs to the launch may be a requirement that 20 spaces be designated for boat trailer parking. Additionally a proposal for a motorized and non-motorized public launch facility at Islais Creek is being planned. The facility would include public amenities such as bathrooms, parking, and a boathouse.
- o Additional facilities are also required to meet existing boat repair and haul out needs of recreational boaters. The lack of a hoist for sailboats was identified as a particularly problem. Existing operators of boat repair and storage facilities expressed an interest in expanding operations at current locations. The swimming and rowing clubs located at Aquatic Park have active boat repair programs for their own wooden boats only. Representatives noted that there are only two fuel docks between the Golden Gate Bridge and Candlestick, and one is barely accessible and the other is difficult to use.
- o There is also an acute deficiency in the adequacy and availability of temporary berthing and mooring locations. Minimal facilities for mooring and berthing would be inexpensive to provide, however, there are liability issues that have to be considered as well. Preferred locations include the northern waterfront, and near the boat clubs between Piers 50 and 64.

- o Existing operations for recreational boaters are concentrated on the northern waterfront, and near China Basin along the southern waterfront. The boat club representatives stated that their facilities were adequate to meet the needs of the boating community into the foreseeable future. Representatives of the small boat community have proposed that future facilities, particularly temporary berths, an improved public launch and shore side services, be provided in the China Basin area. That area is now underutilized by kayakers, rowers, windsurfers and swimmers, due to the lack of minimal required facilities (parking, storage, launching and water access.) The warm weather and protected waters make this area desirable for those uses.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The regulatory and environmental issues associated with recreational water users that may affect the demand for additional land include: (1) BCDC regulations may limit the ability to provide parking and dry storage near the waterfront, (2) the possible adverse impact on water quality from recreational marinas and boat repair uses that do not meet adopted water quality standards, (3) water quality conditions and other safety issues must be addressed before additional areas are designated for water contact sports, (4) compliance with storm water and other water quality regulations may reduce the viability of boat repair operations, (5) regulation of dredging has resulted in restricted access to one boat repair operation, and may complicate efforts to provide expanded or additional facilities elsewhere, and (6) compliance with the American Disabilities Act and State regulations for handicapped access may limit the financial or locational feasibility of marinas, temporary berthing and landing facilities.

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The principal value of these uses is in enhancing recreational opportunities and access to the waterfront. Subsidies are required to provide additional marina space, as well as public launch space. Dry storage and boat repair facilities and services to users can generate revenue.
- o Precise estimates are not available for most of the uses identified as necessary improvements by the small boat community. However, it is known that new marina development would be very costly (\$ 8 - 12 million) because of the need for a breakwater to create a protected harbor. Such high capital costs can not be recovered without some external subsidy, either through grant funding or by mixed use development with commercial uses.
- o The cost of repairing and making moderate improvements to the public boat launch is estimated at \$500,000. The Department of Recreation and Parks is preparing a grant application for that project. In addition, small boat facilities may be developed with public funding on park land at India Basin, and with private funding at public parks in Mission Bay and Islais Creek.
- o Facilities for non-motorized craft and swimmers access could potentially be developed in tandem with public boat launch and dry storage facilities, with part of the cost being recouped through direct user fees and from businesses supplying food, equipment, lessons, etc.

- o There are several sources of grant funds or low cost loans that may be available for developing facilities for recreational water use. In addition, to the extent that these uses enhance public access, some facilities may be developed as mitigation for other waterfront projects subject to review by BCDC. Moorage and temporary berthing facilities are an example of a use that is frequently provided by profit-making uses such as restaurants. That type of arrangement may also address the liability insurance issues associated with that use.

**PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
WATERFRONT PLAN ADVISORY BOARD**

**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF HISTORIC SHIPS**

(Revised 8/28/92)

The following material provides a brief statement of the facts and issues relating to the land use requirements associated with the mooring of historic ships and related support services, as identified in the profile report and in workshops with industry representatives.

**I. FACTS AND ISSUES RELATED TO ADEQUACY OF CURRENT LAND AND
FACILITIES TO MEET FUTURE INDUSTRY NEEDS**

- o The historic vessels at Hyde Street Pier attract 150,000 visitors each year, the USS Pampanito attracts 200,000, and the Museum has 450,000 visitors annually. Growth in the number of visitors to the Bay Area should lead to increases in patronage at the historic vessels. Operators of the historic vessels have identified a need for additional facilities to accommodate anticipated growth in the number of visitors, and to address deficiencies in existing facilities.
- o The principal land use issue regarding historic ships concerns the possible expansion and/or relocation of the National Park Service's museum and ship berthing facilities to address the lack of space for display and storage. Park Service representatives also stated that additional space is required for boat repair shops, including 100,000 square feet of area to age timbers (although this need has been disputed) In addition to the four ships at Hyde Street, the Park Service also has three ships temporarily berthed in Sausalito and one at Fort Mason.
- o The Park Service is in the process of preparing a plan that will include an analysis of alternative locations for the museum and ship berths. Two alternatives to be analyzed include expansion of the museum facilities in the Fisherman's Wharf area by taking over the Haslett Warehouse; and a private proposal to relocate the Museum and Ships to Pier 46B. The latter alternative would require relocation of the Port's maintenance department, as well as other maritime support services, such as tug boats. Proponents of the Pier 46B alternative have requested that the Port reserve the site for that purpose until a final plan is adopted.
- o The USS Pampanito submarine is moored on the south side of Pier 45. The operators have requested use of 4,000 square feet of space within Pier 45 for storage, restrooms and submarine museum use, as well as some street frontage use.
- o BCDC's Total Design Plan recommends that Pier 3 and Pier 24 be used to provide berths for additional historic ships. Two berths at Pier 3 are already occupied by the Fresno and the Santa Rosa Ferry vessels, which are used for office and commercial recreation purposes. Pier 24 is condemned, and rebuilding the Pier could cost as much as \$6,000,000. The fact that the Klamath, an historic vessel designated for office use (moored at Pier 5), is currently vacant and the owners have had difficulty finding financially viable uses that will cover the

high costs of maintaining the vessel, may indicate that the market cannot support additional privately held vessels at this time.

- o Due to the high number of visitors to historic ship attractions, the National Park Service stated that the adequacy of parking facilities would be a key consideration in the review of any proposed plans for expansion or relocation of facilities for historic ships.
- o For those historic ships that are operated as public attractions, there is a locational preference by the National Park Service for sites with high visibility from the street, and easy accessibility to visitors to the Bay Area which represent a large segment of the potential market.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The principal regulatory and environmental issues concerning historic ships relative to the demand for additional Port land include: (1) compliance with BCDC plans and policies, particularly with respect to restrictions on parking, (2) compliance with City Planning conditions, if located within a Special Use District, (3) the possible adverse impact on water quality caused by activities related to historic ships that do not meet adopted water quality standards and (4) providing access to the disabled community.

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The Port's direct revenue stream from historic vessels is generated from rental charges to management organizations, either based on a percentage of ticket sales, or a flat rental rate. The projected amount of rental revenue is not expected to be sufficient enough to cover the Port's capital improvement costs necessary for the placement of additional historic vessels.
- o The Port has granted rent credits for capital improvements to its facilities to the National Park Service, the Klamath and the Santa Rosa.
- o The National Park Service's planning effort includes development of a business plan for development of its facilities. The National Park Service is dependent upon the federal budget for funds for new facilities, and consequently any expansion program will have to compete with other projects for appropriations. The National Park Service representative expressed doubt that the federal government would be able to afford moving the Maritime Museum to a new location. Other non-profit operations, such as the National Maritime Museum Association's operation of the USS Pampanito must rely on ticket sales, donations and grant funds to support facility improvements.
- o Whether or not there will be additional demand for berthing space from privately held historic vessels depends on the performance of the overall economy. For example, current office market conditions have led the owners of the Klamath to seek a change to restaurant use, as the ship has been vacant since 1991.

**PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
WATERFRONT PLAN ADVISORY BOARD**

**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF TEMPORARY & CEREMONIAL BERTHING FACILITIES
FOR COMMERCIAL VESSELS**

(Revised 8/28/92)

The following provides a brief statement of the facts and issues relating to the land use requirements of Temporary and Ceremonial Berthing Facilities, as identified in the profile report prepared for this water-dependent activity.

I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND AND FACILITIES TO MEET FUTURE INDUSTRY NEEDS

- o The Port receives requests for temporary and ceremonial berthing facilities from cargo ships, commercial fishing boats, yachts and pleasure boats, as well as ships from the U.S. Navy and Coast Guard, National Oceanic Atmospheric Association (NOAA) and foreign Navies. There is a wide range of activities for which such requests are necessary, including loading and unloading of materials, minor repairs, shore visits for crew members, ships open for public visits, and "lay berthing" of cargo vessels that are between assignments. Vessels may require berthing accommodations for time periods ranging from a few hours, to weeks, depending on the nature of the activities.
- o While the number of temporary berthings has been relatively stable in the past two years (130 in 1990 and 137 in 1991), the rate at which they occur is variable due to a number of factors. Therefore, the demand for temporary berthings is difficult to predict.
- o The Port provides "Courtesy of the Port (COP)" status for most ceremonial berthing arrangements, in which dockage fees are not collected by the Port. The COP status extended by the Port, combined with San Francisco's reputation as an international cultural and tourist center, its convenient location, and the availability of berthing facilities make the City a popular choice for visiting vessels. Even so, the demand for ceremonial berthing also has varied (45 COP vessel accommodations in 1990, and 78 in 1991), because the promotional events do not necessarily occur on a regular basis.
- o Because most of the Port's berthing facilities are actively used, and because of the difficulty in anticipating temporary and ceremonial berthing needs, the Port provides berthing facilities by matching the size and needs of each vessel with the current availability of piers that could accommodate such a vessel. Such berthing facilities include Piers 30, 32, and 38 and the east side of Pier 45 (which are currently vacant), Pier 35 (the cruise ship terminal, which is available during off-season months or between cruise ship calls), and Piers 9 and 27 (when existing operators are not using the berthing facilities). These facilities cannot accommodate all vessels, however. Piers 30 and 32, for example, have deteriorated fender systems that do not readily accommodate many smaller vessels.

- o In order to accommodate the full range of vessel needs, temporary and ceremonial berthing facilities ideally should have a) sufficient water depths (up to 35 feet); b) truck and bus access and turnaround areas; c) utility service (e.g. water, electricity, sewage); d) adequate pier understructure systems to support heavy loads and some parking, as well as fender systems to protect fragile vessels; e) floating docks that provide higher degrees of protection from tidal waves and surge action for large yachts; and f) security against vandalism to ships. However, given the irregularity of demand and competing needs for other berthing activities, it is difficult to justify dedicating a facility exclusively for temporary and ceremonial berthing use.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The regulatory and environmental issues with the greatest potential impact on temporary and ceremonial berthing facilities are a) resolution of the dredge disposal problem in a financially feasible manner; and b) BCDC plans and policies which restrict parking and apply restrictions on the extent and manner in which additional fill is authorized (which would be triggered by any structural repairs to the piers), c) compliance with handicap access laws. An additional environmental issue is the potential adverse impact on water quality caused by temporary and ceremonial berthing activities that do not meet adopted water quality standards.

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The Port collects dockage fees for visiting vessels, although provides Courtesy of the Port (COP) status for most ceremonial vessel calls (in which no dockage fees are charged). The Port does collect nominal fees for administrative coordination of promotional events associated with many ceremonial berthings. In any case, the direct financial benefits from temporary and ceremonial berthing facilities are very limited and would be lower than the revenue-generating capability of most alternative businesses with berthing facility needs. To the extent it was possible to dedicate a site exclusively for the purpose of accommodating temporary and ceremonial berthing, the revenues generated would not be sufficient to support improvements to or maintenance of the facility.
- o Temporary and ceremonial berthing is regarded as a promotional service provided by the Port, and does provide some benefits indirectly from increased patronage to commercial establishments on Port property, and enhancing San Francisco's reputation as a port of call.

**PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
WATERFRONT PLAN ADVISORY BOARD**

**STATEMENT OF FACTS AND ISSUES AS TO THE LAND USE
REQUIREMENTS OF THE RECREATIONAL WATER USERS**

(Revised 8/28/92)

The following material provides a brief statement of the facts and issues relating to the land use requirements of Recreational Water Users, including recreational marinas, temporary berthing, mooring, launch and landing sites for boats and non-motorized small craft (kayaks, canoes, row boats, windsurfers), water access and water quality for swimmers, boat clubs and boat repair, storage and related support services, as identified in the profile report and in workshops with recreational water user representatives.

I. FACTS AND ISSUES RELATED TO THE ADEQUACY OF CURRENT LAND AND FACILITIES TO MEET FUTURE NEEDS OF RECREATIONAL WATER USERS

- o Although existing growth trends do not indicate an increase in demand significant enough to justify development of new recreational marinas, industry representatives encouraged the Port to take a long term view because such developments require a long lead time. Currently, there are vacancies for larger boats at existing marinas, however, there is a substantial shortage of berths for smaller boats.
- o The lack of sufficient public launch facilities for both trailerable boats and non-motorized small craft was also identified as an existing deficiency. There is also current unmet demand for dry storage space for trailerable and non-trailerable boats. A launch ramp and dry storage for trailerable boats should be combined at one location on the waterfront. Non-motorized small craft require a soft launch and landing site, but could potentially share other facilities with trailerable boats, such as parking, storage and services.
- o There is only one public launch, it is currently out of commission because of storm damage to the dock, and it is poorly designed and undersized. In the interim, private clubs are being used by the general public creating congestion and liability problems for the clubs. There is also a need for additional space for trailer parking in the vicinity of the launch. A condition of a grant for repairs to the launch may be a requirement that 20 spaces be designated for boat trailer parking. Additionally a proposal for a motorized and non-motorized public launch facility at Islais Creek is being planned. The facility would include public amenities such as bathrooms, parking, and a boathouse.
- o Additional facilities are also required to meet existing boat repair and haul out needs of recreational boaters. The lack of a hoist for sailboats was identified as a particularly problem. Existing operators of boat repair and storage facilities expressed an interest in expanding operations at current locations. The swimming and rowing clubs located at Aquatic Park have active boat repair programs for their own wooden boats only. Representatives noted that there are only two fuel docks between the Golden Gate Bridge and Candlestick, and one is barely accessible and the other is difficult to use.
- o There is also an acute deficiency in the adequacy and availability of temporary berthing and mooring locations. Minimal facilities for mooring and berthing would be inexpensive to provide, however, there are liability issues that have to be considered as well. Preferred locations include the northern waterfront, and near the boat clubs between Piers 50 and 64.

- o Existing operations for recreational boaters are concentrated on the northern waterfront, and near China Basin along the southern waterfront. The boat club representatives stated that their facilities were adequate to meet the needs of the boating community into the foreseeable future. Representatives of the small boat community have proposed that future facilities, particularly temporary berths, an improved public launch and shore side services, be provided in the China Basin area. That area is now underutilized by kayakers, rowers, windsurfers and swimmers, due to the lack of minimal required facilities (parking, storage, launching and water access.) The warm weather and protected waters make this area desirable for those uses.

II. IMPLICATIONS OF REGULATORY AND ENVIRONMENTAL ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The regulatory and environmental issues associated with recreational water users that may affect the demand for additional land include: (1) BCDC regulations may limit the ability to provide parking and dry storage near the waterfront, (2) the possible adverse impact on water quality from recreational marinas and boat repair uses that do not meet adopted water quality standards, (3) water quality conditions and other safety issues must be addressed before additional areas are designated for water contact sports, (4) compliance with storm water and other water quality regulations may reduce the viability of boat repair operations, (5) regulation of dredging has resulted in restricted access to one boat repair operation, and may complicate efforts to provide expanded or additional facilities elsewhere, and (6) compliance with the American Disabilities Act and State regulations for handicapped access may limit the financial or locational feasibility of marinas, temporary berthing and landing facilities.

III. IMPLICATIONS OF FINANCIAL AND ECONOMIC ISSUES WITH RESPECT TO LAND USE REQUIREMENTS

- o The principal value of these uses is in enhancing recreational opportunities and access to the waterfront. Subsidies are required to provide additional marina space, as well as public launch space. Dry storage and boat repair facilities and services to users can generate revenue.
- o Precise estimates are not available for most of the uses identified as necessary improvements by the small boat community. However, it is known that new marina development would be very costly (\$ 8 - 12 million) because of the need for a breakwater to create a protected harbor. Such high capital costs can not be recovered without some external subsidy, either through grant funding or by mixed use development with commercial uses.
- o The cost of repairing and making moderate improvements to the public boat launch is estimated at \$500,000. The Department of Recreation and Parks is preparing a grant application for that project. In addition, small boat facilities may be developed with public funding on park land at India Basin, and with private funding at public parks in Mission Bay and Islais Creek.
- o Facilities for non-motorized craft and swimmers access could potentially be developed in tandem with public boat launch and dry storage facilities, with part of the cost being recouped through direct user fees and from businesses supplying food, equipment, lessons, etc.

- o There are several sources of grant funds or low cost loans that may be available for developing facilities for recreational water use. In addition, to the extent that these uses enhance public access, some facilities may be developed as mitigation for other waterfront projects subject to review by BCDC. Moorage and temporary berthing facilities are an example of a use that is frequently provided by profit-making uses such as restaurants. That type of arrangement may also address the liability insurance issues associated with that use.

B. Current and Previously Proposed Waterfront Project Profiles.



THE PROJECT

Scandinavia Center's development on San Francisco's waterfront, recently approved by the Port Commission, is a most unique and attractive investment opportunity.

As the only major waterfront development approved in San Francisco since Pier 39 at Fisherman's Wharf in 1978, the Scandinavia Center promises to attract visitors and residents alike to its unprecedented blend of attractions, - commercial, recreational and public facilities.

Scandinavia Center will include the only de luxe hotel which at present can be built on the Waterfront and world class attractions such as the Harbor Park designed by famous Tivoli Gardens of Copenhagen, and the World Centre representing United Nations activities on the Pacific Rim.

The stunning architecture will create a new landmark for the City and a prestige location for offices and businesses in modern and attractive facilities.

THE LOCATION

The Scandinavia Center will be located near the geographic center of the beautiful San Francisco waterfront on Piers 30 - 32.

Covering 15 acres of prime waterfront location, with water on three sides, Piers 30 - 32 is the largest of all the San Francisco piers. An additional 3 1/2 acres of prime land across the Embarcadero is part of the parcel and will be the site for the hotel.

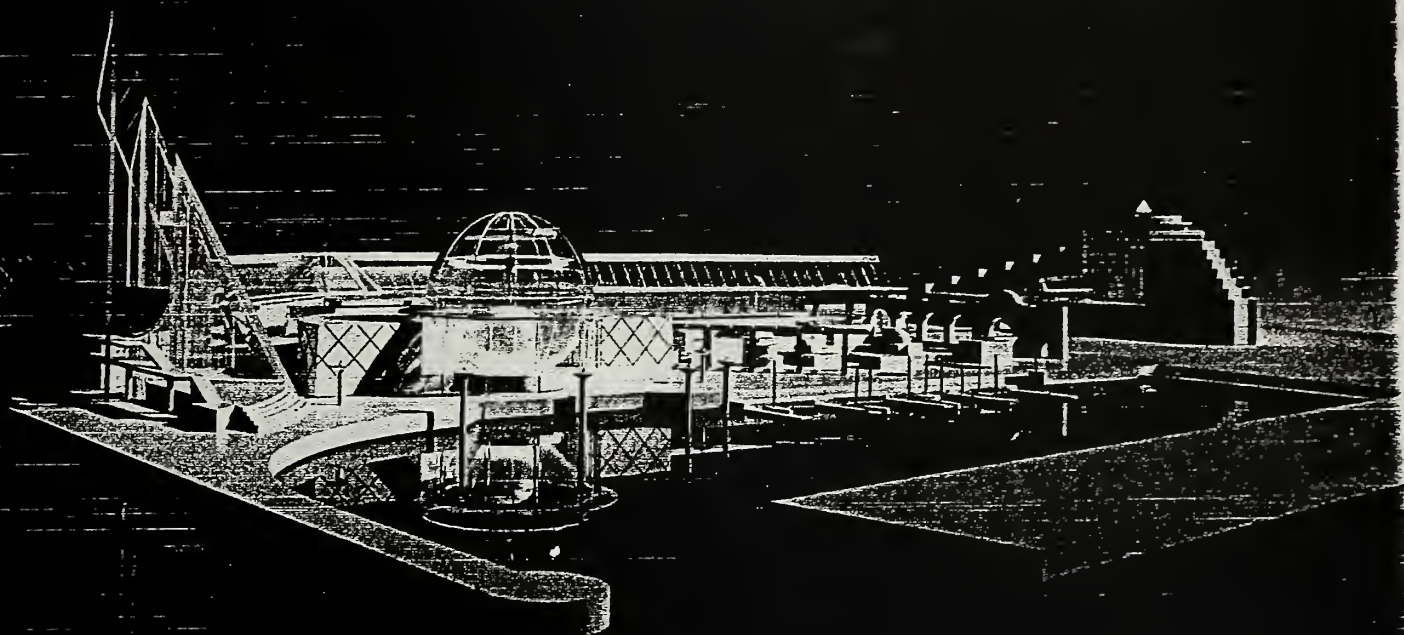
The elevated Embarcadero Freeway, which for years has separated the City from its majestic waterfront, is at present being demolished. In its place the City has commenced the construction of a beautiful Esplanade with wide sidewalks, trees and trolley lines in the median. The new Embarcadero Boulevard will follow the Bay coastline from Fisherman's Wharf in the North to the new City development of Mission Bay in the South.

At Pier 30 - 32, Scandinavia Center will be in a unique position where the new city office developments reach the waters edge. In addition, the site is excellently situated in relation to vehicular access to freeways and the Bay Bridge as well as being served by trolleys, Muni lightrail and future ferries.

The views from the site are stunning in all directions and the setting against the backdrop of the beautiful Bay Bridge will be dramatic.



PROJECT SITE



THE DESIGN

Hvidt & Mølgaard, renowned Scandinavian architectural firm of Copenhagen, Denmark, has been responsible for the magnificent design which has won praise from many quarters. It will truly be a world class structure providing a new landmark to the beautiful City of San Francisco. Working with Hvidt & Mølgaard will be several local San Francisco professional firms, headed by Architects Whisler-Patri and Kwan-Henmi.

Famous Tivoli Gardens of Copenhagen will be responsible for the design of the Harbor Park.

THE INVESTMENT

The total cost of the pier development and the hotel is estimated to be about US\$ 200 million. Detailed financial analysis based on conservative assumptions indicate that the investors can expect an attractive return on their investment.

Further details of investment and leasing opportunities will be provided on request.

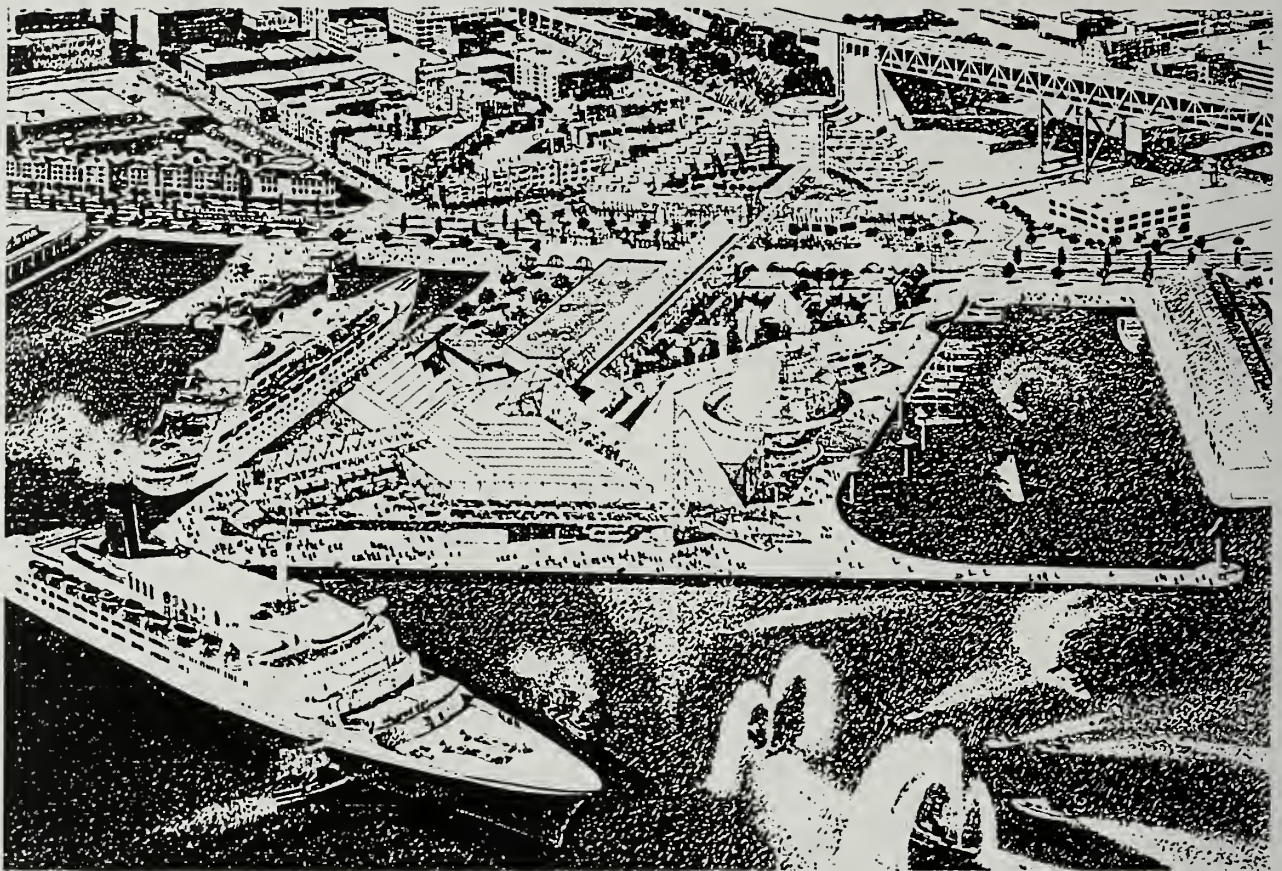
THE SCHEDULE

The proposed development by Scandinavia Center Inc. was approved unanimously by the San

Francisco Port Commission on February 13, 1991. Detailed design and environmental reviews have now commenced and are expected to be completed by the end of 1992.

Construction can therefore commence January 1993 and should be completed by the end of 1994.

In June 1995, San Francisco will be the focus of world attention as the United Nations celebrate the 50th Anniversary of the birth of the Organisation, commemorating the fact that the Charter for the United Nations was drafted and signed in San Francisco in 1945.



THE EXPERIENCE

What will you experience when you visit Scandinavia Center?

The Arrival

You may approach the site by foot, walking along the beautiful new Embarcadero Esplanade along the Bay, and only four blocks from the strategic business center of Market and California Street.

Or you may arrive by car and park in one of the two parking garages.

Or you may be dropped off by taxi or bus in the middle of the Pier development.

A future way of arriving will be by water launch along the waterfront or by high speed ferry from San Francisco airport.

However, the most exciting way to arrive will be on board a cruise ship, entering through the Golden Gate and sailing under two of the most famous bridges in the world, before docking at the new landmark Cruise Terminal.

The Hotel

On site you can stay at the Hotel "Scandinavia" which offers 360 de luxe rooms nearly all with views of the famous San Francisco Bay. The hotel rises in steps like a two sided pyramid to the 10th floor. The Hotel contains appropriate restaurants and extensive conference facilities as well as athletic facilities and a swimming pool above the podium level.

The Harbor Park

When you enter the pier area on the dock level you will first pass through the fantasy world of the International Harbor Park. The theme of the Park is to recreate the atmosphere and architecture of Harbor waterfronts on four continents.

A series of delightful canals are cut into the pier and as you walk along the canals, with colorful sailing ships, you pass through the illusions of Europe, Africa, South America and the Orient. You may linger in a French bistro and shop in an Italian shop in the European area before you turn a corner and find yourself in Latin America with Mexican restaurants and Argentine leathershops. Next you experience North Africa

with indigenous shops and a Moroccan restaurant, before you are transported to the Orient with Chinese restaurants, Japanese shops and architecture reminding you of the Far East.

The world famous experience of Tivoli Gardens will guarantee that the park will be a delightful experience with quality designs of gardens, buildings and recreational activities.

The World Centre

Following your adventures in the Harbor Park you come to the World Centre, the non-profit institution which provides information, education and research about the world we live in. Dominating the center of attraction is the Computational Globe rising 3 to 10 stories above the Pier.

The inner Globe of the World is three stories high and consists of hundreds of video screens on a sphere, all programmed to show the continents and the oceans in an educational and entertaining manner. Computer programs will provide exciting descriptions on the surface of the Globe of timely subjects, e.g. rainforests, natural disasters and basic information on World Affairs.

The Globe rests on a basin of water signifying the unity between Earth and Water. Below the water basin you can enter a glass elevator and thrill to a ride up through the Earth Globe and onto the top of the outer sphere,

symbolising the Universe. From a viewing platform on top of the outer sphere you will survey the whole Bay area and the magnificent skyline of San Francisco.

At night the outer sphere will light up with the Stars of the Universe and be a new landmark symbol for San Francisco.

In a semicircle surrounding the Globe, the exhibits and facilities of the World Centre are located, including a 400 seat Auditorium and a World Cinema showing educational and foreign films.

The Great Hall

Running through the whole development on the Pier is the Arcade at the third floor level, capped by the distinctive glass roof. At the end of the Arcade the glass roof soars into a Giant Sail of a glass structure above the Great Hall.

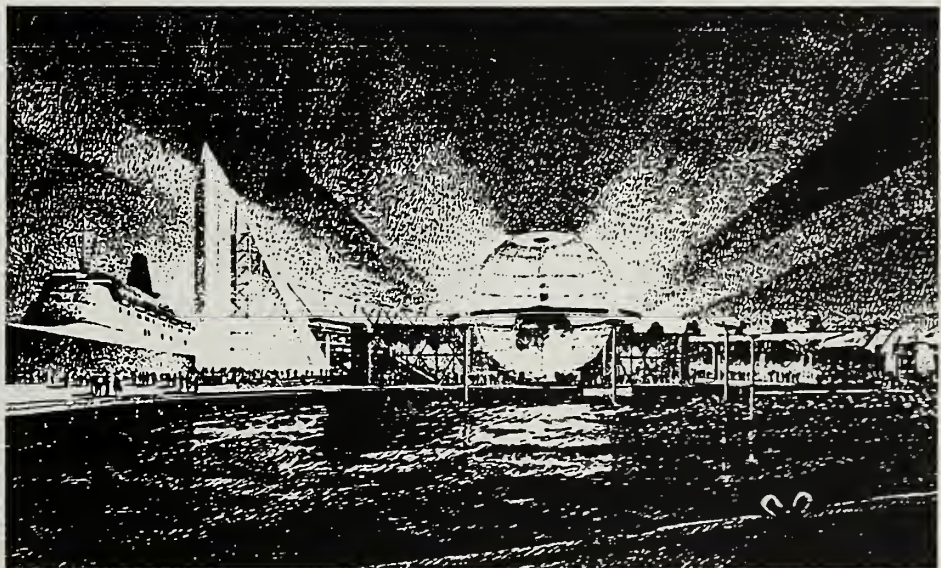
The Great Hall is a prestigious public assembly place primarily dedicated to providing an appropriate

meeting place for visiting Heads of State but also available for private functions in a unique setting.

The Scandinavia Center

If you arrive at the Pier by car, bus or taxi, you will rise to the third floor by escalator and find yourself in the Grand Central Plaza, surrounded by specialty shops. From here you can walk along the Arcade to the Exhibition area, enter the World Centre or the Great Hall or walk into one of the two major passenger lounges for the Cruise Terminal. Between the Cruise passenger lounges and jutting out towards the Bay with fantastic views in all directions you will find the Scandinavian Trade and Cultural Center with shops and Scandinavian restaurants.

Above the Cruise Terminal is located a series of prestige office suites with some of the finest views which you can find anywhere in San Francisco, - across the Bay and across the City Skyline.

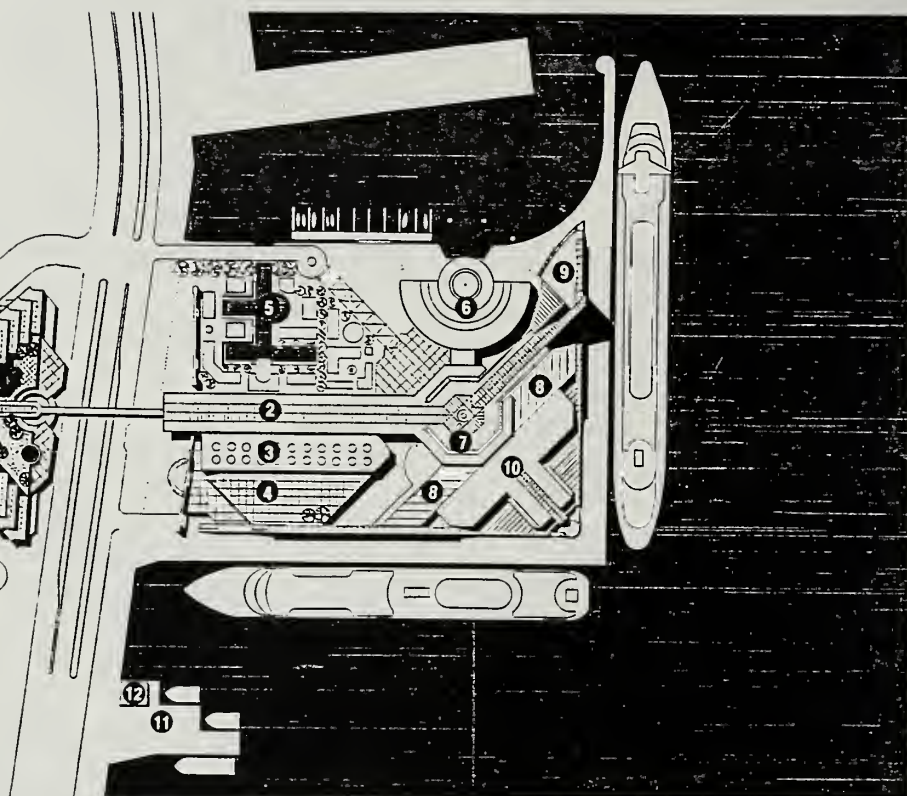


SITE PLAN

1. Hotel
2. Arcade
3. Exhibition Hall
4. Parking
5. Harbor Park
6. World Centre
7. World Centre Plaza
8. Cruise Ship Terminal
9. Great Hall
10. Scandinavia Cruise Center
11. Ferry Terminal
12. Red's Java House



SCANDINAVIA CENTER INC.



THE DEVELOPMENT

The total development features the following combined commercial spaces for rent:

Hotel Rooms:	360 rooms	Retail:	118,000 sq. ft.
Offices:	100,000 sq. ft.	Restaurants:	52,000 sq. ft.
Parking:	1,200 spaces	Exhibition:	40,000 sq. ft.

THE HISTORY

Since the inception of the project in 1988, the Scandinavia Center concept has received enthusiastic endorsement from the Mayor of San Francisco, from all the Scandinavian Consulates as well as Chambers of Commerce and Cruise Lines.

Following detailed research of waterfront developments and cruise

terminals world-wide an ideal combination of facilities and attractions have been developed. The concept has been publicly endorsed following several public hearings including voters' propositions. The World Centre has been enthusiastically endorsed by the Secretary General of the United Nations.

The project has been tested in a public competition, a Request for

Proposal process in 1990, and it represents today truly a "Consensus project", endorsed and supported by the Port and City officials, the Press as well as the broad Public.

Scandinavia Center has thus accomplished what no other real estate development has been able to do in San Francisco since the development of Pier 39 and Fisherman's Wharf in 1978.

THE COMPONENTS

The Scandinavia Center project, as approved by the San Francisco Port Commission, comprises 1.2 million square feet of building area, including the following components:

- Hotel "Scandinavia", with 360 de luxe hotel rooms and full conference facilities 360,000 sq. ft.
- Modern Cruise Terminal, serving the growing market for cruising in the Pacific 100,000 sq. ft.
- Harbor Park, featuring restaurants and specialty retail in a fantasy world created by Tivoli Gardens 120,000 sq. ft.
- Exhibition Hall for medium size trade shows and exhibits 40,000 sq. ft.
- De luxe Offices with exciting views across the Bay and the City 100,000 sq. ft.
- Parking for up to 1,200 cars 300,000 sq. ft.
- Scandinavia Center as a Trade and Cultural Center, primarily marketing Scandinavian goods and services to the Pacific Rim 40,000 sq. ft.
- World Centre, an exciting educational and research facility providing information about United Nations and the Environment in a recreational manner 90,000 sq. ft.

THE CORPORATION

Scandinavia Center Inc. is a California corporation solely dedicated to the development, construction and management of the Pier 30 - 32 project.

Scandinavia Center Inc. has

designed and developed the project and will manage the completion of the development. Following an international competition held during 1990 Scandinavia Center Inc. has won the development rights to this exceptional and valuable

waterfront site.

In accordance with a Development Memorandum between Scandinavia Center Inc and the San Francisco Port Commission, Scandinavia Center will be leasing the site for 66 years.

INFORMATION

For further information please contact:

SCANDINAVIA CENTER INC.
World Trade Center Suite 279,
San Francisco, CA 94111,
Phone: (415) 392 1744
Fax (415) 989 7441

THE SAN FRANCISCO SAILING CENTER

PROPOSAL SUMMARY

BRINGING PEOPLE TO THE WATERFRONT

In response to a public request by the Port of San Francisco, The Koll Company and Bressie & Co. have submitted a proposal to develop a sailing center on two vacant piers on the southern waterfront. The goal is to create the San Francisco Sailing Center which can host a variety of maritime activities including races and regattas, boat shows, berths for transient boats, cruises, historic ships and sailing lessons.

In a city that owes its very growth and reputation to a magnificent harbor, many San Franciscans have little opportunity to sail upon the Bay. The opportunity is often available only to yacht owners and their friends. The overall objective of the San Francisco Sailing Center is to make the experience of the sea more readily available to local residents and sailing visitors to the City.

In its Request for Proposals in early 1989, the Port of San Francisco asked for a sailing center at Pier 24 and 26 "which highlights the importance of the boating industry... and which brings people... to boating... in a way that is educational and entertaining, and to provide those public spaces and services which accommodate visitor traffic."

FOLLOWING IN A VIBRANT TRADITION OF MARITIME ACTIVITY

The history of San Francisco springs from the water. From the time of the Costanoan Indians in their reed canoes to the early Spanish explorers, people arrived by boat to this peninsula. With the Gold Rush there were more than 500 sailing ships in the harbor, many with no crews to sail them out again. They became physically part of the City as the shallow areas were filled and the Embarcadero seawall established. Piers 24 and 26 protrude from Rincon Point which was actually part of the original shoreline of San Francisco.

With ocean commerce, local hay barges and ferry boats coming and going, San Francisco's waterfront was the nerve center of a growing city and a gateway to a golden California. The sailors, seamen, stevedores, and passengers from many nations made a colorful and exciting mix of human activity.

As ships grew and steam replaced the sail, San Francisco built the bulkhead buildings to screen off the tumultuous activities on the waterfront. This very economic success as a port meant that public access to the water was curtailed.

With the changing shipping technology of containers replacing break bulk cargo and the movement of goods inland by truck as well as train, San Francisco finds that portions of the waterfront no longer needed for shipping can be re-planned to provide the people of San Francisco additional access to the sea.

A SUNNY HARBOR FOR REGATTAS, CRUISES, AND SAILING LESSONS FOR KIDS

A development on a pier can be a window on the water or an obstruction to it. The Koll-Bressie Team's design of the Sailing Center endeavors to heighten public enjoyment and access to the Bay. The overall architecture will have a colorful maritime theme.

Early research indicates that the Sailing Center with the boat harbor and the hotel lodging can achieve approval from various governmental agencies that have jurisdiction over waterfront property.

The construction of the Sailing Center will entail the removal of Pier 24, which has been condemned, and replacing it with a public pier and breakwater measuring 20 to 25 feet in width. Located to the north of the existing Pier 24, the new pier/breakwater will encompass a large berthing facility as well as accommodate tour boats such as the popular Hornblower Yachts. The plan also anticipates the mooring of historic ships for public visitation.

Just to the south, on the site of the current Pier 26 a four-story hotel and a three-story retail and office complex will be built - all with a design and functional integrity to the Sailing Center as a whole. The hotel will provide approximately 200 guest rooms and a mix of uses including more than two acres of promenades and plazas with adjacent restaurants and shops, a chartroom and maritime exhibition hall, meeting and conference facilities, as well as public facilities for transient sailors.

This small, water-oriented lodging will stand 40 feet high, slightly shorter than the pier building that currently occupies the space. The office retail area will house Hornblower Yachts and Sailing Center offices and shops that feature sailing gear and equipment.

PROVIDING A RICH VARIETY OF SAILING ACTIVITIES

The flexibility and versatility created by the large harbor permits not only sophisticated, big boat and high-tech races but also includes boat shows, a sailing school, yacht charters, brokerage displays, transient berthing, the mooring of historic vessels and the accommodation of special sailing vessels such as the Golden Hinde, Thursday's Child or visiting square riggers.

The Sailing Center will offer a variety of programs including competitive racing events, boat shows and special events such as the October, 1992 quincentennial of Columbus' landing in America.

The Sailing Center will have a full-time staff consisting of a Director and a Harbor Master plus support staff necessary to program, market and manage the facility. The Sailing Center will be governed by a Board of Directors comprised of sailing experts and the partners in the Sailing Center.

A RECREATIONAL GIFT FOR THE NEXT GENERATION

The Koll-Bressie Team intends to focus on the young people of San Francisco by providing sailing opportunities for

children of limited economic means who have had little chance to enjoy the sea. Approximately 200 underprivileged youths now participate in a self-esteem sailing program in the East Bay. The Koll-Bressie Team plans to replicate this program at the San Francisco Sailing Center using the talent and experience of the Olympic Circle Sailing Club. To assist this effort, a Youth Sailing Fund will be established with a contribution from the Sailing Center consisting of one-quarter of one percent of gross revenues.

A MANAGEMENT TEAM WITH THE SKILLS TO DO THE JOB

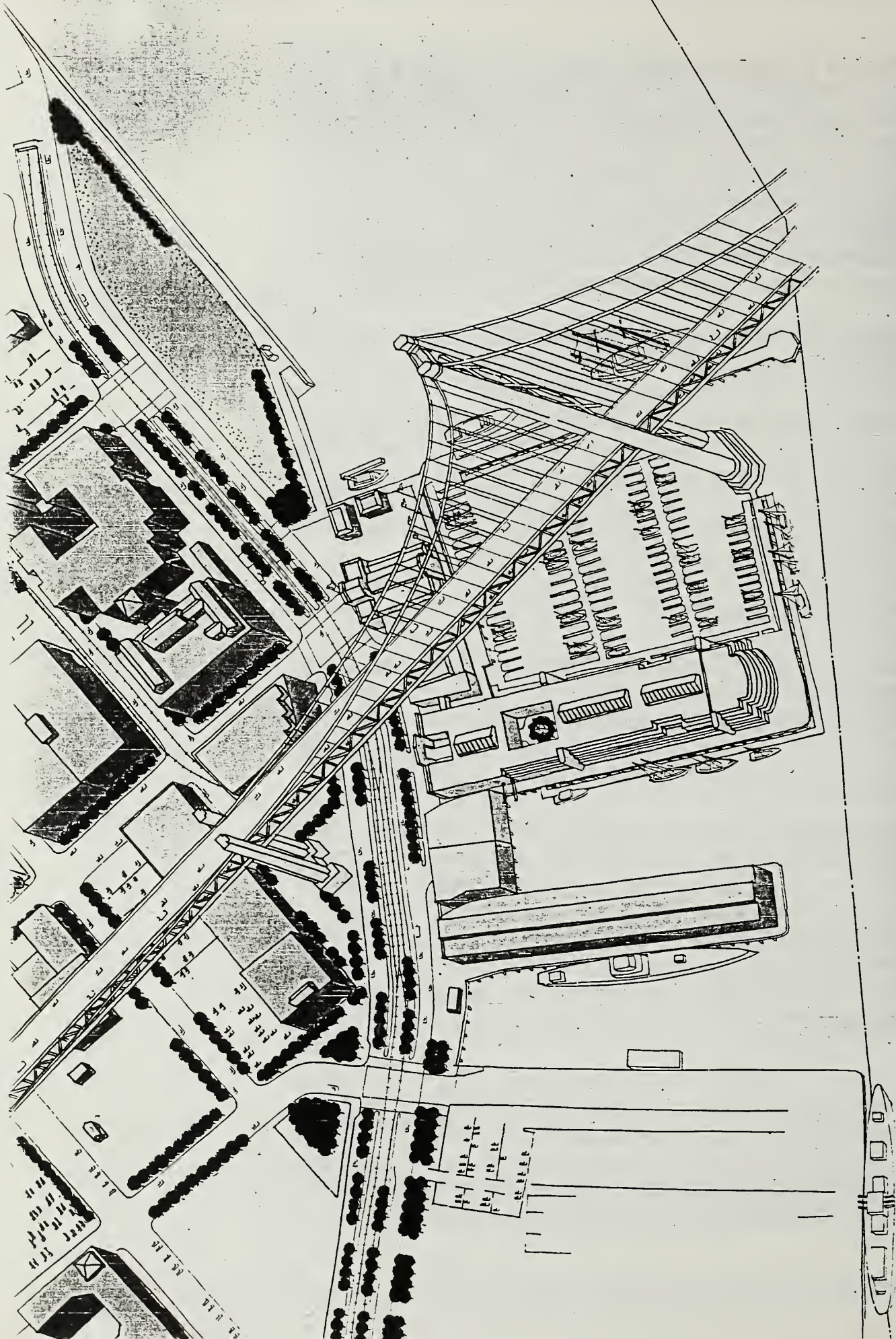
Koll and Bressie have assembled a team of individuals and firms with extensive expertise in project management, the sailing craft, management and finance, marketing and public relations, hotel and lodging operations, maritime engineering, the organization of races and regattas, and the business of charter cruises and dinner yachts.

Team members include:

Richard A. Pogue: President of the Northern California division of The Koll Company. Under his guidance, Koll has acquired and developed 4.7 million square feet of mixed-use facilities. He is a member of the Urban Land Institute and the National Association of Industrial and Office Parks.

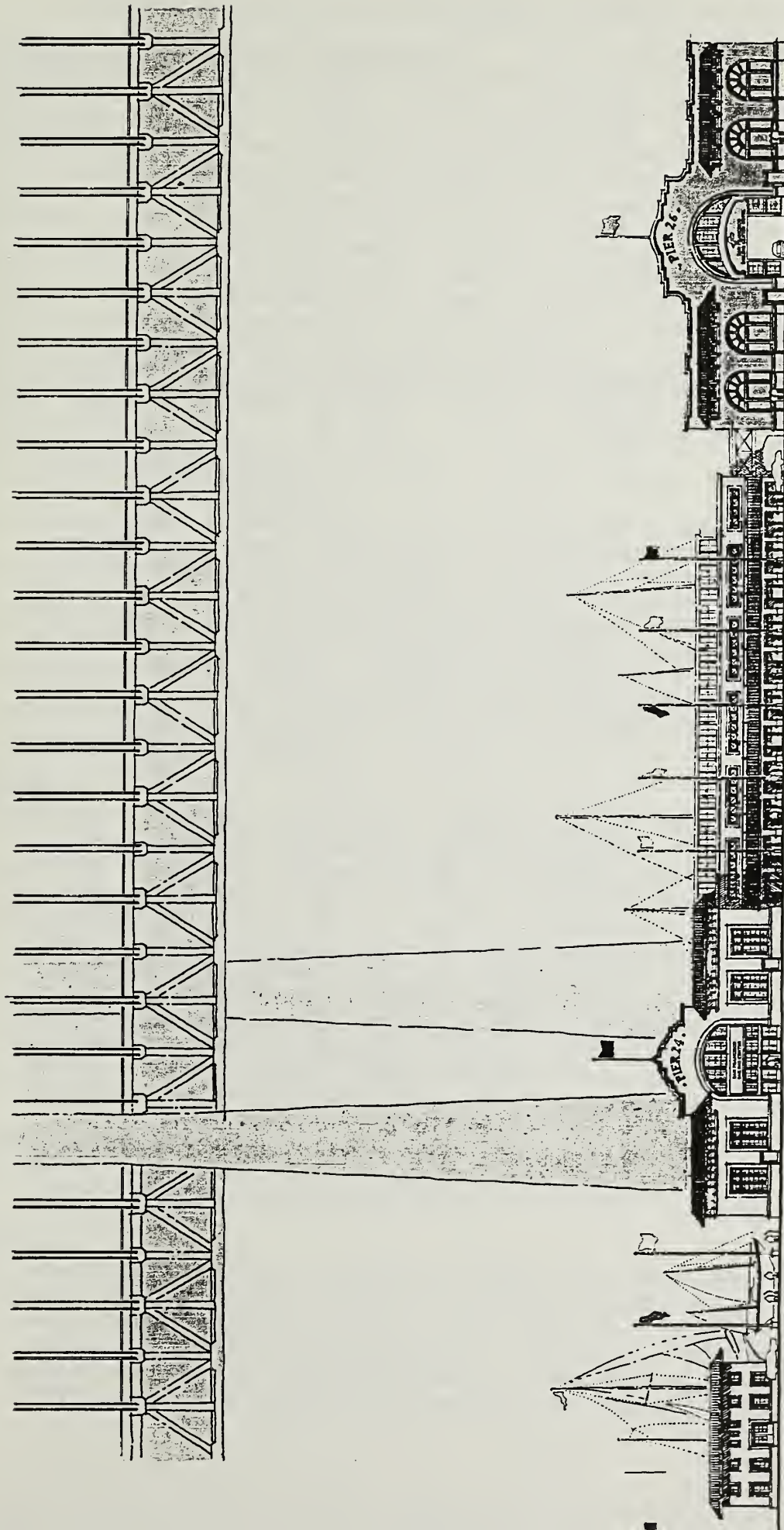
Elbert Bressie: President of Bressie & Co., a property management and development firm headquartered in San Francisco's Financial District. He owns and manages assets of more than \$150 million. Bressie is a native of California, a graduate of UC Berkeley. He has been a sailor and ocean racer for 30 years. Bressie is also a founder and board chairman of SOMBA, the South of Market Business Association.

Ellis Alden: President of Western Lodging, the firm that will manage the hotel at the San Francisco Sailing Center, has developed five highly successful hotels in the Bay Area. Each has been awarded the prestigious Four Diamond award for lodging excellence by the American Automobile Association. Alden is also a long-time experienced sailor.



SAN FRANCISCO SAILING CENTER

The Koff Company • ROMA Design Group • Peter Culley & Associates
General Partner, Architects
San Francisco Sailing Center Partners Engineers



WEST ELEVATION

SAN FRANCISCO SAILING CENTER

The Koll Company · ROMA Design Group · Peter Culley & Associates
 General Partner, Architects
 San Francisco Sailing Center Partners Engineers

Area Tabulation

	Square Footage
HOTEL	
Guestrooms - 170 rooms	104,000
Lobby	26,800
Exhibit Hall	14,000
Administration	5,200
Hotel Support	15,800
Circulation	30,000
Business Services	2,200
MUSEUM	8,700
RETAIL/RESTAURANT	64,700
OFFICES	45,500
CONFERENCE CENTER	36,600
MARINA	
Sailing Center Support	4,500
Yacht Service Workshop	14,000
Berthing Space - 107 berths	<hr/>
BUILDING TOTAL	372,000
PUBLIC ACCESS/OPEN SPACE	136,240

PROJECT PROFILE: WATERFRONT TRANSPORTATION PROJECTS

Location and Project Description: (See graphic on reverse) Program consisting of six transit and roadway projects to provide 1) transit, pedestrian, bicycle and major roadway improvements from The Embarcadero/Folsom Street to Sixth/King Streets, and from The Embarcadero/Broadway to The Embarcadero/North Point Street; and 2) minor signal, striping and signage for Bay and North Point Streets between Van Ness Avenue and The Embarcadero, and on Kearny Street between North Point and Bay Streets. Major improvements include MUNI Metro turnback from Market to Folsom Streets, F line rail transit to Fisherman's Wharf and MUNI Metro Extension to 6th/Berry Streets, enhanced pedestrian/bicycle access, signalized intersections, enhanced vehicle access to waterfront piers and west side cross streets through left turn bays and left turn signals. Implementation of program scheduled in four phases, beginning October 1991, with final completion date scheduled October 1995.

Financial Information:

- Total Implementation Cost: \$430 million (mostly federal, state and regional funds)
- Financial arrangement with Port (per six-way memorandum of agreement): Land continues to be under Port control, with 25 feet of the promenade dedicated to public access. Port pays energy costs of promenade lighting, retains authority over parking meter placement and revenue and provides sidewalk sweeping; other sidewalk maintenance responsibilities assumed by Department of Public Works (DPW). (DPW and Department of Parking and Traffic maintain other street and traffic improvements. Public Utilities Commission responsible for transit-related improvements and street light maintenance.)

History:

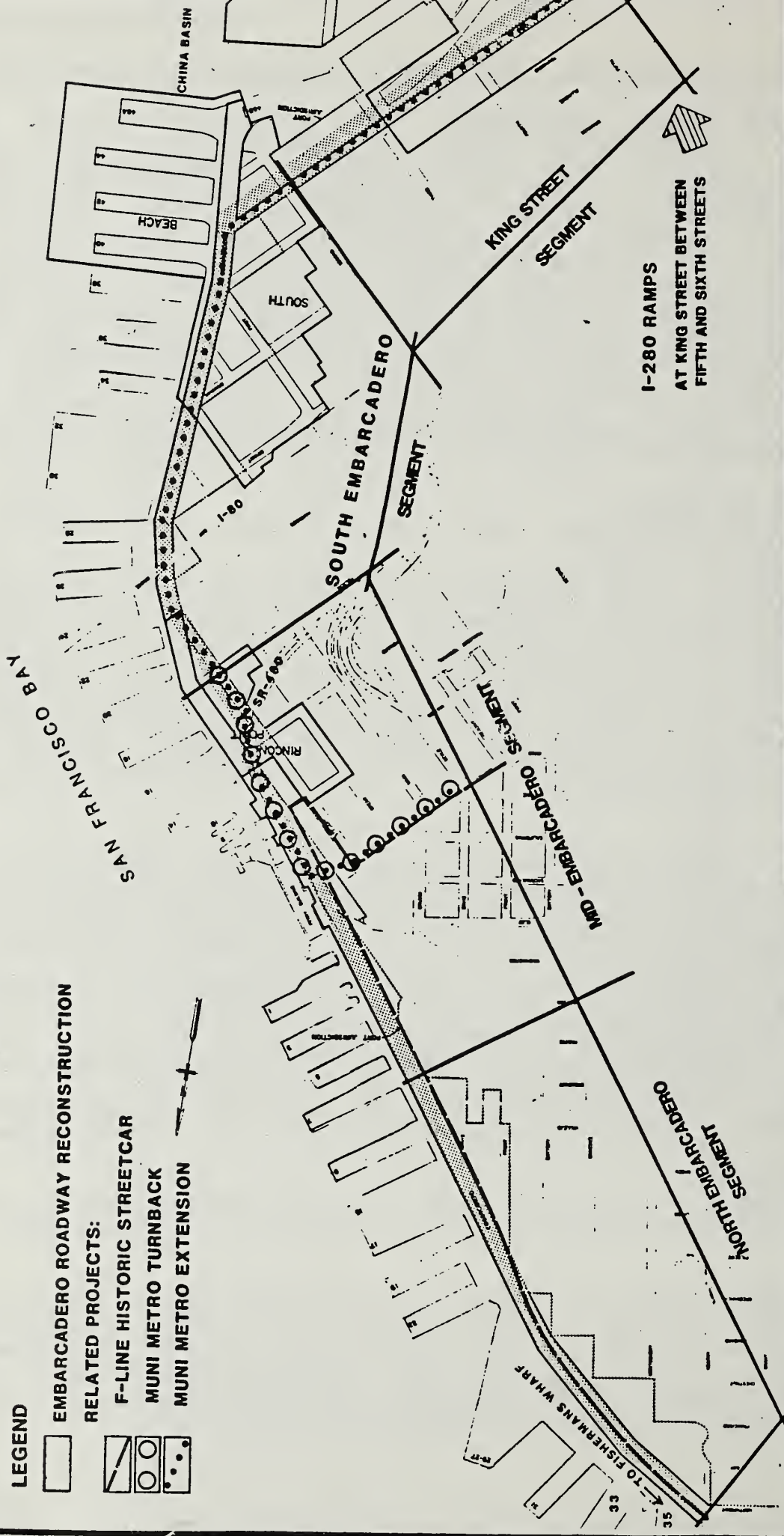
- 1977: Need for rail transit, promenade, bike and roadway improvements identified by Northeast Waterfront Advisory Committee
- 1981: Federal DOT approved withdrawal of I-280 between 3rd/Berry and Howard/The Embarcadero to study substitute surface transit and roadway projects
- 1985: Port Commission & Board of Supervisors approve I-280 Transfer Program, which essentially are the Waterfront Transportation Projects described here
- 1990: BCDC amends Total Design Plan to accommodate Waterfront Transportation Projects
- 1990: Port determines it is not economically feasible to reconstruct Belt Line freight tracks north of Mission Creek

Current Status:

- Environmental review completed and BCDC and Port Commissions have approved improvements, subject to review of final drawings

Issues:

- On-street parking available along The Embarcadero except in front of views of Bay or view corridors, and except where promenade would be reduced to less than 25 foot width. However, there would be a net reduction in on-street parking (21% in south segment, 34% in north segment). Off-street parking in north and south segments currently available in seawall lots.



LEGEND

EMBARCADERO ROADWAY RECONSTRUCTION

RELATED PROJECTS:

F-LINE HISTORIC STREETCAR

MUNI METRO TURNBACK

MUNI METRO EXTENSION

PROJECT LOCATION MAP

SCALE: NTS

PROJECT PROFILE: THE EMBARCADERO REPLACEMENT AND
EMBARCADERO PEDESTRIAN PROJECTS

Location: (See graphic on reverse) Area above which the elevated Embarcadero Freeway is/was located, and existing adjacent public/plaza property. The elevated freeway generally occupied airspace above The Embarcadero surface roadway between Howard and Broadway Streets; and the area generally bounded by The Embarcadero, Drumm, Washington, Davis, Clay and Steuart Streets. Adjacent public areas included in the planning project include Justin Herman Plaza, the MUNI turnaround lot at Mission and Steuart Streets, and open space area around the Washington and Clay Streets.

Project Description: Planning effort to identify a design integrating a roadway replacement for the Embarcadero Freeway damaged by the Loma Prieta earthquake, and a pedestrian-oriented urban design plan for surrounding public areas that take maximum advantage of new visual/physical access to the waterfront, including a major civic plaza in front of the Ferry Building.

Financial Information: Until a plan and design is identified, there are no precise cost estimates for project implementation.

History:

- Various efforts to demolish structure and return the waterfront to the City ever since construction of Embarcadero Freeway
- Major structural damage to the Freeway from the Loma Prieta earthquake on October 17, 1989
- Mayor Agnos opposes plans to repair Freeway; proposes demolishing Freeway and replacing with a surface/sub-terranean roadway
- Decision to demolish Freeway in April 1990
- Citizen's Advisory Committee for the Embarcadero Project (CACEP) established beginning in November 1990 to focus on overall planning issues related to roadway replacement and related public/pedestrian/open space/design improvements

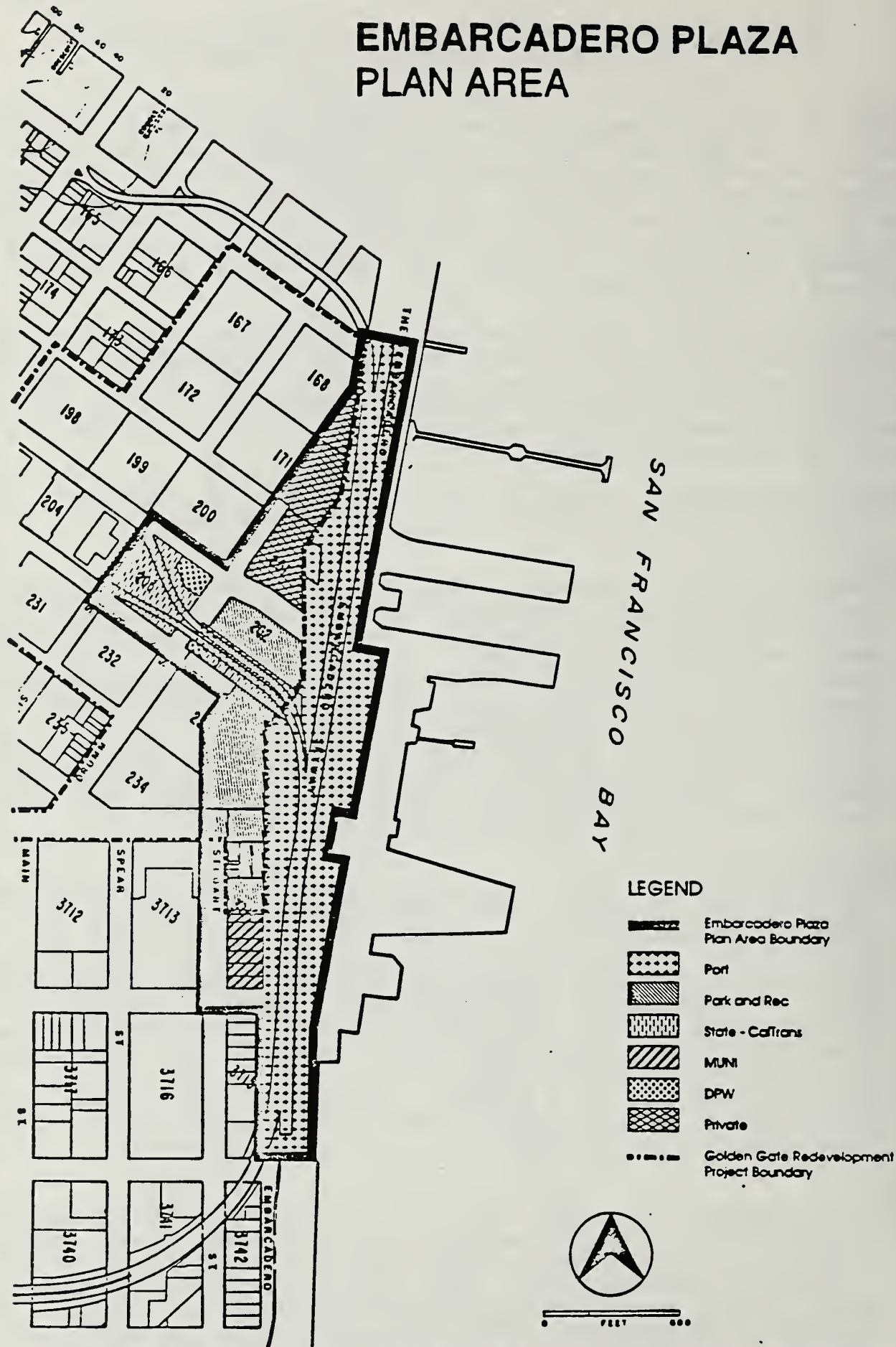
Current Status:

- Planning process still in early stages; CACEP has established sub-committees to focus more specifically on transportation and urban design issues
- Mayor's Office coordinating replacement project and Department of City Planning managing urban design improvements; Department of Public Works, Port, Public Utilities Commission/MUNI, Chief Administrative Officer, Redevelopment Agency, Recreation and Parks Department, Arts Commission and Caltrans are participating agencies in this planning effort
- Current efforts to identify planning and transportation parameters, base assumptions and constraints before retaining consultants for the project

Issues:

- While issues are still to be formally defined, preliminary concerns for the Port include transportation access (truck & vehicular) from the roadway replacement to Port property along the waterfront; planning for Port operations/visitor-serving and tenant parking needs (planning effort includes an objective that seeks to provide approximately 450 primarily short term spaces in the Ferry Building area)
- Planning process will shift renewed focus on renovation/redevelopment opportunities for the Ferry Building and ~~surroundings~~

EMBARCADERO PLAZA PLAN AREA



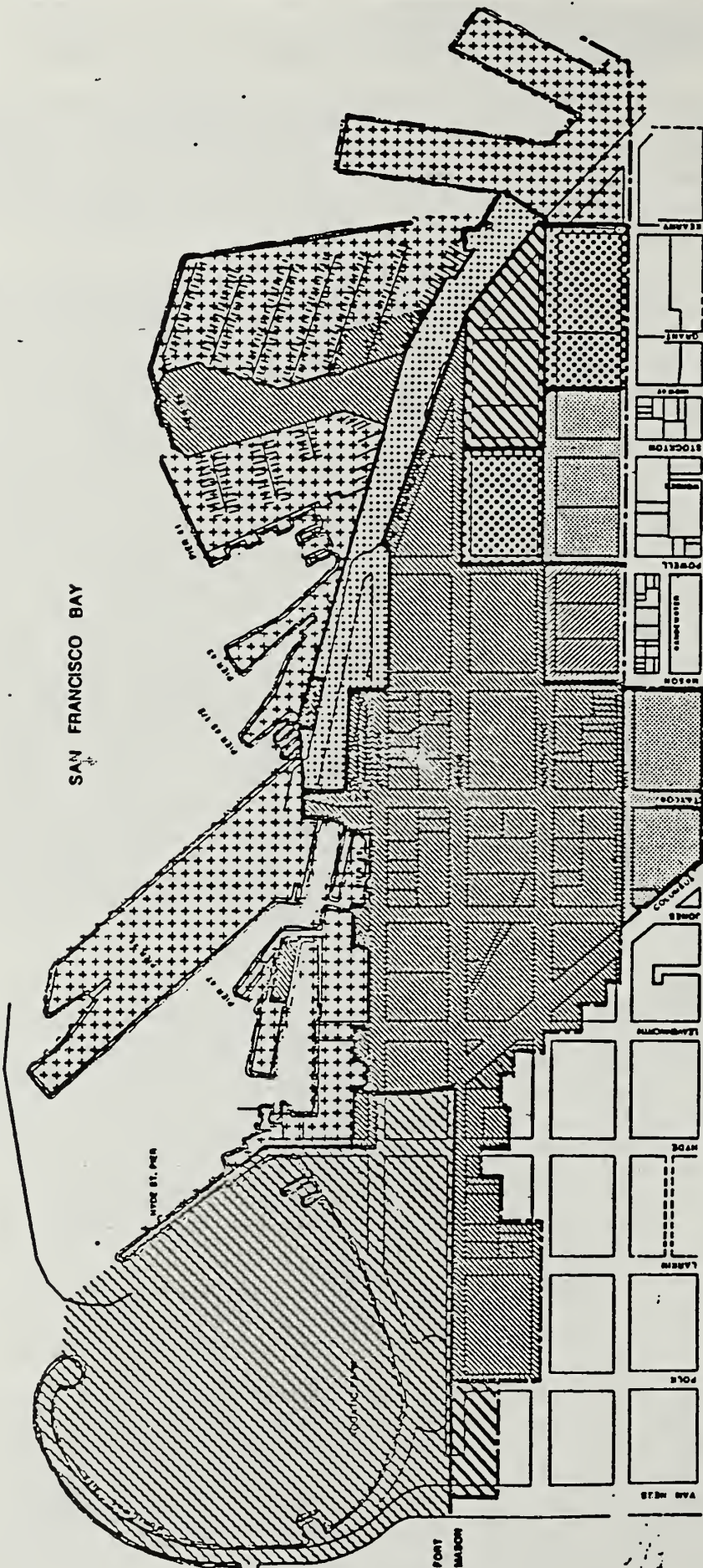
PROJECT PROFILE:
NORTHEASTERN WATERFRONT - FISHERMANS WHARF AREA PLAN

Location: (See graphic on reverse.) Plan area includes Port and bayfront property bounded by The Embarcadero/Montgomery/Bay Street intersection on the east, extending west to and including Aquatic Park and Municipal Pier; general boundaries of plan area on south side are Bay Street and Francisco Street east of Columbus Avenue, and North Point Street west of Columbus Avenue.

Project Description: Proposed amendments to the Northeastern Waterfront Plan of the San Francisco Master Plan to revise/refine planning policy for the Fishermans Wharf area, accompanied by amendments to the City Planning Code and Zoning Map to implement those Master Plan policies. Overall objectives of the Plan are to 1) preserve and enhance the diversity of maritime, commercial, residential, and public uses in the area, while also allowing some development potential for uses that attract non-tourist populations (e.g. residents, office employees); 2) transportation improvements to reduce traffic circulation/congestion and parking problems (e.g. signage to facilitate circulation, F-Line streetcar extension from Market Street); 3) retention and enhancement of recreational uses in the area; 4) preserve historic buildings and Fish Alley; and 5) establish urban design guidelines to set standards for plan area gateways, building scale and form, signage programs, vehicle access, street frontage treatments. Proposed policies support studying feasibility of underground parking on the "triangle" site, bounded by The Embarcadero/Taylor and Jefferson Streets, with redevelopment of an open air Market Hall and public open space/recreation at ground level; creating a waterfront promenade from Pier 35 to 45; retaining a cruise terminal at Pier 35 and expanding uses to accommodate ceremonial berthing, exhibits and festivals (among others) when not in use for passenger terminal activities; improved tour/ferry boat accessibility in Pier 43 and 43 1/2 area.

History and Current Status:

- Fishermans Wharf planning effort has been a cooperative process between public agencies and the public, guided by the Fishermans Wharf Citizens Advisory Committee, a broad based group of interested residents and merchants; primary agencies involved in current planning process are City Planning, Port, PUC/MUNI, DPW Traffic Engineering, Parking and Traffic
- 1987: Fishermans Wharf designated as a redevelopment survey area in order to enlist Redevelopment Agency involvement in implementing public improvements; it has since been decided not to pursue the plan as a Redevelopment Project
- 1991: With FWCAC involvement, Plan proposal revised to current form described above and released for public review in September; however implementation timeframe is uncertain given lack of available city funds
- Corresponding zoning and planning code amendments have been drafted and are under citizen review; entire project requires completion of environmental review prior to proceeding through public hearing/approval process
- Plan policies as proposed support Port's current development proposal for the Seafood Center (see separate project profile sheet for description of the Seafood Center)



FISHERMAN'S WHARF AREA
Height And Building Intensity Plan
Map 3

Land Use	Building Intensity*	Height*
Maritime	as needed for function	as needed for function and generally within ht. of existing structures up to 40'
General Commercial	up to 3.5 : 1 FAR	up to 40'
Open Space	as needed for structures incidental to open space use	as needed for structures incidental to open space use within 40'
National Recreation Area/Maritime Park	as needed for function	up to 40'
Residential	moderate to moderately high density	up to 40'
Office	up to 3.5 : 1 FAR	up to 40'
Neighborhood Commercial	moderate scale 1 - 4 floors	up to 40'
Public Facility	up to 3.5 : 1 FAR	up to 40'

*Building intensity and height are subject

Project Profile: Underwater World at Pier 39

Location: (See Map on reverse). Area to the southeast of Building Q, Pier 39, along the Embarcadero. The project area is within the boundaries of the Pier 39 lease with the Port. The new aquarium will require a partial demolition of Building Q (loss of 4100 sq.ft.) and the re-configuration of a portion of in the southern marina (loss of 18 boat slips) of Pier 39.

Project Description: Privately developed aquarium, education facility, and non-profit display area. Total square footage: 49,400 square foot, including two large tanks (each tank is approximately 700,000 gallons), circulation space, and a bookshop. Aquarium tank space is unusual in that people will pass through two large viewing tubes with the aquarium tanks around them. Open space improvements required through the permit review process include additional benches and landscaping in the small park immediately adjacent to the project, as well as the removal of Pier 43 1/2 and creation of a park around the Railroad Arch. Improvements were also required to the perimeter access to Pier 39 and enlarging viewing areas around the aquarium increasing public access by approximately 20,000 square feet.

Financial Information:

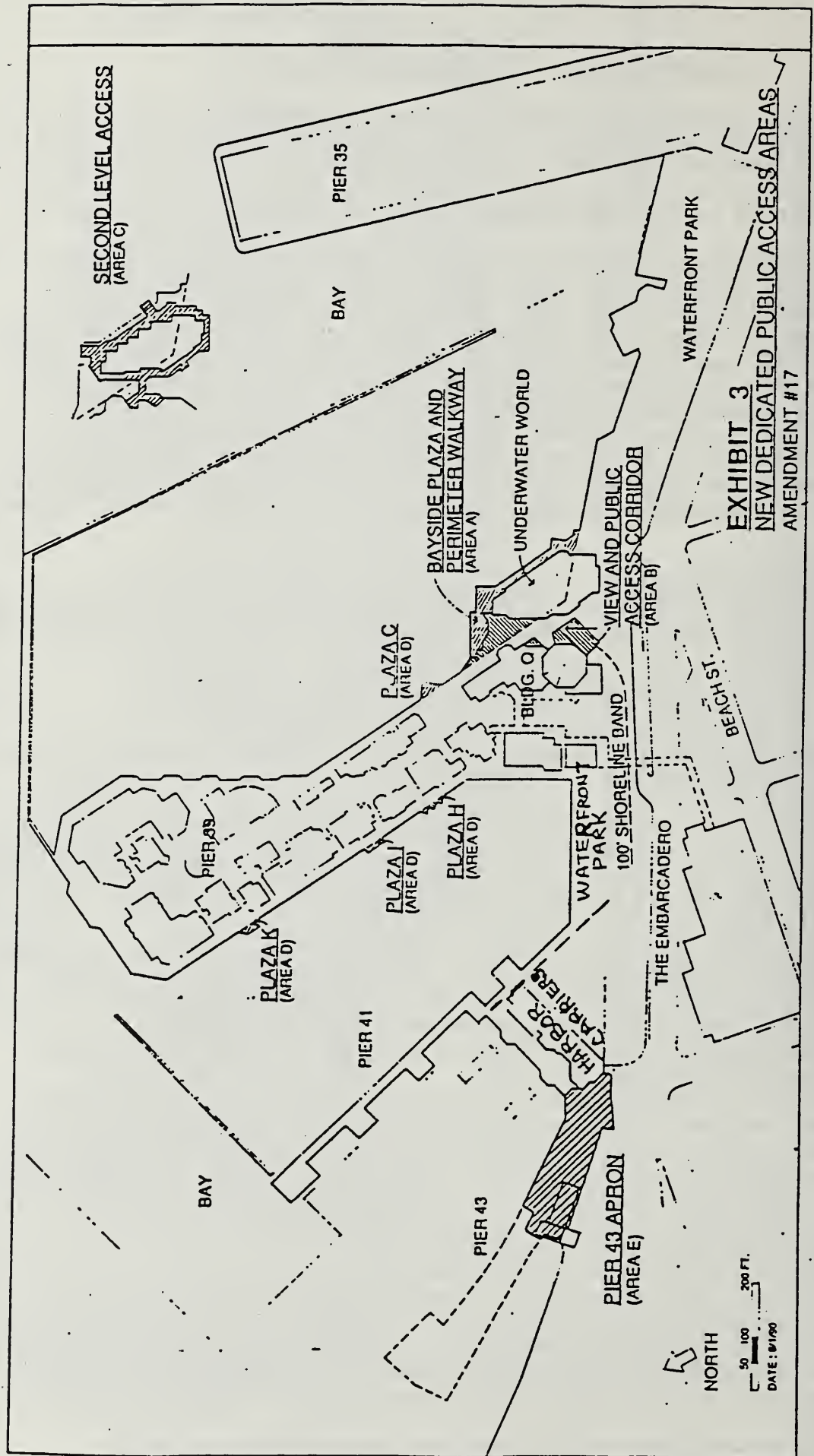
- An annual minimum rent of \$60,000, subject to a CPI increase every two years, versus a percentage rent for the first ten years calculated as follows:
 - 2% of gross revenues up to \$4,999,999.99
 - 3% of gross revenues between \$5,000,000 and 9,999,999.99
 - 4% of gross revenues of \$10,000,000 and higher
- Starting with the eleventh year, the percentage rent basis will be 4% of gross revenues.

History:

- The aquarium building and education programs originally proposed in early 1987. Port Commission agrees the Developer should pursue permits.
- Draft EIR published in Aug. 1988. Numerous public comments and letters received as part of the EIR process. EIR Certified complete July 1989.
- Conditional Use Permit Public Hearing held in May 1989 and completed in August. Project was perceived as being controversial due to view blockage and additional volume of tourists. Multiple conditions placed on the project -- annual performance and design amenities.
- Amendment (No. 17) Application filed with BCDC Sept. 1989. Permit amendment finalized Oct. 1990.
- Project reviewed by BCDC's Design Review Board (DRB) in Feb., Aug., Nov. and Dec. 1989, April, May and June 1990. Among many recommendations about the structure's position along the Embarcadero and public access improvements, DRB wanted a new design in April and May 1990, distinctly different than the architecture of Pier 39, contradicting City Planning's desire (1988) of a blended and subordinate style of architecture.
- Prop. H passed by voters November 1990.
- Law suit filed by Concerned Friends of Fisherman's Wharf over the Environmental Determination, Prop H violation, and McAteer-Petris Act violations. Second law suit filed, by Save the Bay Association under similar violations (Nov 1990). Superior Court holds for defendants.
- Notice of Appeals filed in both cases (above) Spring 1991.

Current:

- Hearing on Appeals will be held in the next several months.



PROJECT PROFILE:
FISHERMAN'S WHARF SEAFOOD CENTER PROJECT

Location: (See graphic on reverse.) Project area includes Port property bounded by Pier 45 and Taylor Street on the east; Jefferson Street on the south; Hyde Street and the Hyde Street Pier on the west; and the Fisherman's Wharf Breakwater on the North.

Project Description: Construction of modern fish handling facilities for the commercial fishing industry at Pier 45 and new berthing and support facilities for commercial fishermen at the foot of Hyde Street. Hyde Street Pier improvements include 88 assigned berths with side floats and additional areas for larger and visiting vessels; berths equipped with lockers, shore power, water and modern security systems; installation of equipment and management of activities to reduce pollutant discharges; a Harbormaster's Building to house harbor administrative offices, showers, lavatories and a laundromat for fishermen; a Harbor Services Building providing a rehabilitated marine fuel station, convenience store and maintenance and storage services and space. On Pier 45, the four existing sheds would be rehabilitated for fish receiving, distribution and brokerage, fish inspections, fisherman's storage and work space and parking. Support parking would be located in Shed A; loading and delivery would occur in the space between the sheds. Public access would be provided along the east apron and along the south edges of Sheds A and B. Space for additional public access and a Fisheries and Environmental Research Center would be reserved at the northern end of the Pier.

Recent History and Current Status:

- 1986: 1,200 foot Fisherman's Wharf Breakwater completed, creating a 30-acre, protected commercial harbor.
- 1987-1989: Planning effort with substantial involvement of Fisherman's Wharf Citizens Advisory Committee and the fishing industry, culminating in plans for the Seafood Center Project
- 1989, Pre-quake: Port preparing to construct Hyde Street Harbor as Phase I of the Seafood Center Project. Concerned Citizens and Users of Aquatic Park and Dolphin Club filed appeal of Preliminary Negative Declaration prepared for the Seafood Center Project.
- 1989, Post-quake: Port determined highest priority is repair of earthquake damage to Pier 45 because of extensive damage and displacement of fish handling businesses caused by earthquake. Port received BDC Permit and Certificate of Exemption from Environmental Review for Pier 45 Earthquake Repair Project, which includes elements of the original Seafood Center Project.
- 1991: Bids will be opened for the first phase of the Earthquake Repair Project on September 24, 1991. Rehabilitation of Sheds A (parking) and B (fish handling) will be completed by end of 1992. Shed C (support uses) and Shed D (fish handling) will be completed by end of 1993.
- Port has set aside funds for further environmental review for a revised Seafood Center Project (original Seafood Center Project, minus the earthquake repairs). Meetings are underway with interested members of the public to finalize the description of the project which will be studied. Meetings are necessary because economics and scope of original Seafood Center Project have changed due to earthquake emergency repairs, increases in construction costs and proposed, but never adopted, changes to the project discussed during settlement negotiations over appeal of Preliminary Negative Declaration.

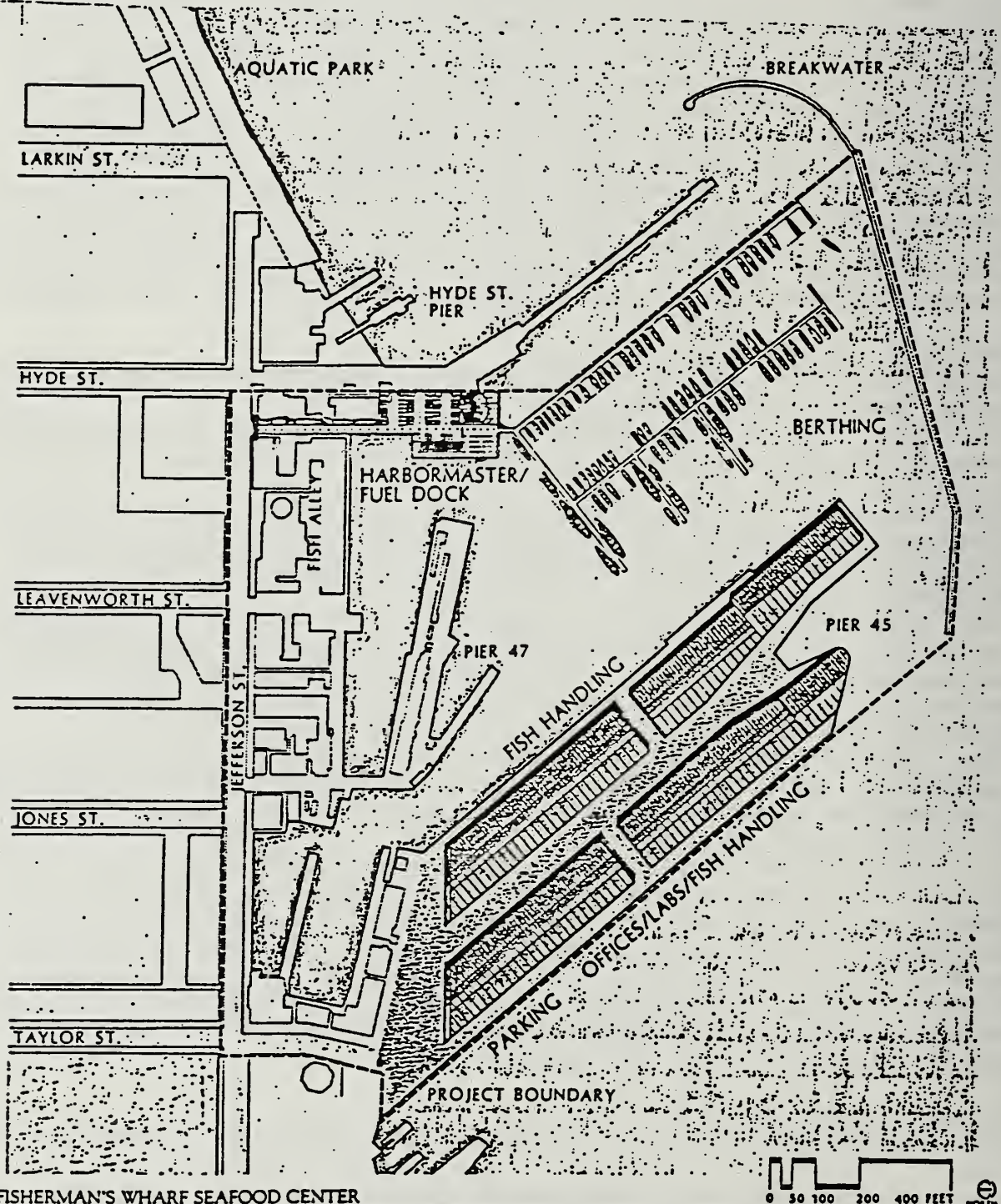
Financial Information:

- Original cost estimate for entire Seafood Center Project was approximately \$26 million.
- Pre-Quake Port had intended to construct Hyde Street Harbor, estimated to cost approximately \$6.6 million, with a \$3 million loan from the California Department of Boating and Waterways, a \$500,000 grant from the Coastal Conservancy and a \$3.1 million contribution from the Port.

- Post-Quake, Port shifted its financial resources to Pier 45 Earthquake Repair Project.

- Pier 45 Earthquake Repair Project is estimated to cost approximately \$13.4 million, of which we have over \$11 million committed to Project (\$5.3 million from federal and state agencies and up to \$5.8 million from Port revenue funds). Port is negotiating with FEMA for further funding, however if further funds are not forthcoming Port will proceed with the Project and eliminate a few non-integral parts of Project.

- As part of process to finalize the definition of the revised Seafood Center Project (original Seafood Center Project, minus the Pier 45 Earthquake Repair Project) we are reviewing, and hopefully can reduce, Seafood Center Project costs. Construction schedule for the revised Seafood Center Project will depend on availability of funds.



FISHERMAN'S WHARF SEAFOOD CENTER



PORT OF SAN FRANCISCO

FISHERMAN'S WHARF SEAFOOD CENTER

MOFFATT & NICHOL / AGS, INC. / KWAN HENMI

OCTOBER 1994

PROJECT PROFILE: RINCON POINT-SOUTH BEACH REDEVELOPMENT PLAN

Location: (See attached map.) Two areas totalling approximately 115 acres: Rincon Point, generally bounded by Mission Street, San Francisco Bay (south of the Agriculture Building), Harrison Street, Steuart Street, Folsom Street, and Spear Street; and South Beach, generally bounded by Bryant Street, Beale Street, The Embarcadero, San Francisco Bay, China Basin Channel, and Second Street.

Project Description: Conversion of former industrial area to mixed use neighborhood ultimately developed with 2000 to 3000 mixed income housing units, hotel, office and retail space, two waterfront parks and 700 berth harbor, with supporting infrastructure and adaptive re-use of five historic structures. Total project cost (estimated): \$800 million private investment; \$57 million public investment.

Lease Information: Plan area includes property under Port jurisdiction, thus requiring approval of an agreement between the Port and Redevelopment Agency (Agency) to provide the Agency an option to lease Port property for development as part of plan implementation.

- Key terms of option to lease agreement (for which operating principle is to maintain Port's property value, and to not assume development debt): 1) Eleven year option period from date of final Plan approval (1984); 2) Lease terms of 66 years from date option is signed; 3) Minimum rent defined, adjusted every five years (current rents for Port property currently leased to Agency: \$414,000 per year; Port to receive a percentage rent equal to five percent of the Agency's gross revenues received from uses on Port property, minus the minimum rent; 4) Agency responsible for all tenant relocation costs; 5) Agency to pay for the development of a new facility to which the Pier 40 (ship repair) tenant would relocate; to offset those costs, the Agency would receive rent credits for the Pier 40 property only; 6) Agency bears all responsibility for mitigation requirements regarding public access whether or not Plan is implemented.

History:

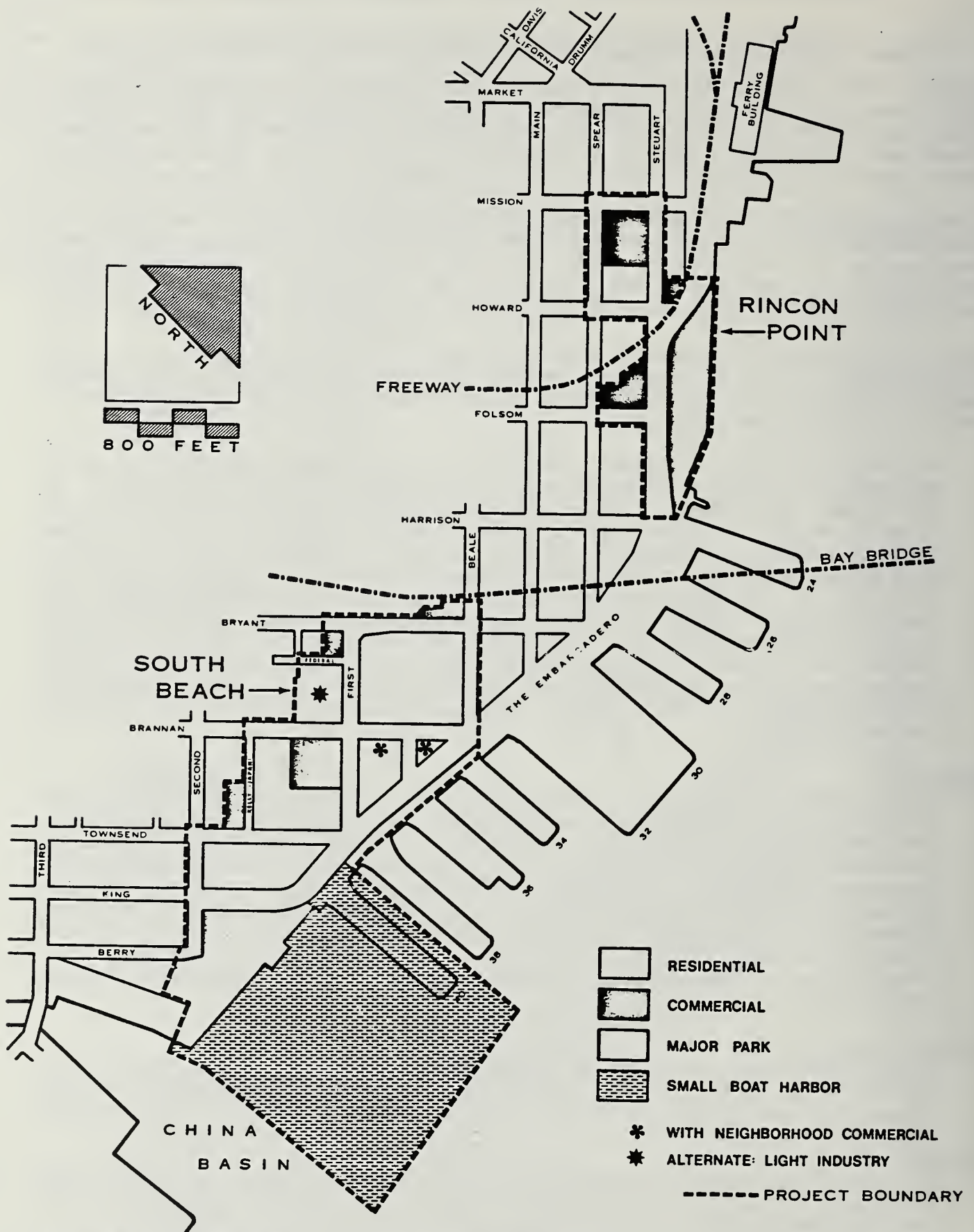
- 1977: Board of Supervisors designates portion of the NE Waterfront from Broadway to China Basin a survey area for possible redevelopment
- 1980: Following approval by the City Planning Commission, the Port Commission recommended to the Board of Supervisors approval of the Rincon Point-South Beach Redevelopment Plan, subject to certain conditions related to Port property included in the Plan area, and requiring formal agreements on the Port Commission's involvement in meeting the Plan objectives; Plan was finally adopted in 1981
- 1984: Option to lease agreement approved by the Port and Redevelopment Agency Commissions

Current Status:

- Plan implementation well underway; development of South Beach harbor at 85% occupancy, 1,775 housing units completed including 700,000 square feet of commercial uses; local street infrastructure improvements 90% complete

Issues:

- The Agency has elected to await completion of the Proposition H Waterfront Plan to identify the magnitude and types of uses determined to be appropriate for development of Pier 40, included in the redevelopment plan.
- What are implications of Rincon Point-South Beach Redevelopment Plan for redevelopment of Pier 46B, particularly in light of a long-term community desire to expand Plan area to include adjacent block owned by Caltrans, bounded by Second, Third, King and Berry Streets, for housing development?



RINCON POINT - SOUTH BEACH **SAN FRANCISCO REDEVELOPMENT AGENCY 12-83**

PROJECT PROFILE: MISSION BAY

Location: (See graphic on reverse) Area generally bounded by Townsend Street on the north, I-280 on the west, Mariposa Street on the south, and China Basin Street on the east. (Port land included in the project generally located between Third and China Basin Streets.)

Project Description: Conversion of underutilized industrial area/former railyard to mixed use development consisting of 8500 mixed income housing units, approximately six million square feet of office, retail, service commercial space and hotel (500 rms), 63 acres of public parkland (including wetlands), community facilities and infrastructure, and transportation improvements.

Financial Information:

- Total cost of construction (estimated): \$2 billion
- 22 acres of Port property included in project to be developed as open space under a lease to Catellus for \$2 million per year; additionally, Catellus to acquire 15 acres of property in exchange for 35 acres of Catellus property to the south, adjacent to Pier 80 (former Western Pacific railyard), for Port ownership/use in container terminal operations, and development of a program that ensures adjoining property remains in use for maritime purposes
- Catellus to maintain freight rail access to Piers 48, 50 and North & South Container Terminals. Existing rail access in Mission Bay would be displaced by Mission Bay development; provisions have been made in Development Agreement for an alternate route along 16th Street in Mission Bay unless Port decides to build direct rail access south of Mission Bay, in which case Catellus would contribute \$2 million towards Port costs.

History and Current Status:

- The most recent planning process resulting in adoption of plan described above was a product of a joint effort by the City and Catellus (formerly Santa Fe Pacific Realty Corp.) that spanned six years; this planning process was preceded by two proposals by then-owner Southern Pacific Land Company containing high-rise development, neither of which reached the point of public hearings to consider approval.
- While City has adopted the Mission Bay Plan, implementing zoning and Planning Code amendments, and a Development Agreement that establishes parameters within which Mission Bay development may occur, City still has some discretionary authority for issuing approvals for construction of development phases.

Issues:

- Mission Bay development ultimately will displace virtually all existing land uses, many of which serve Port-related operations (e.g. trucking, transportation services); waterfront plan process should include consideration of space for such activities to serve Port maritime functions. The compatibility of existing Port uses with new Mission Bay uses will be an ongoing issue throughout the development of the project.
- Proposed timing for Mission Bay development as it affects freight rail access prompts urgent need to identify feasibility of preferred permanent new rail access route, in order to be able to apply Catellus funds towards its construction rather than an interim route.

Office buildings between Townsend
and Berry Streets; Housing on north
bank of Mission Creek

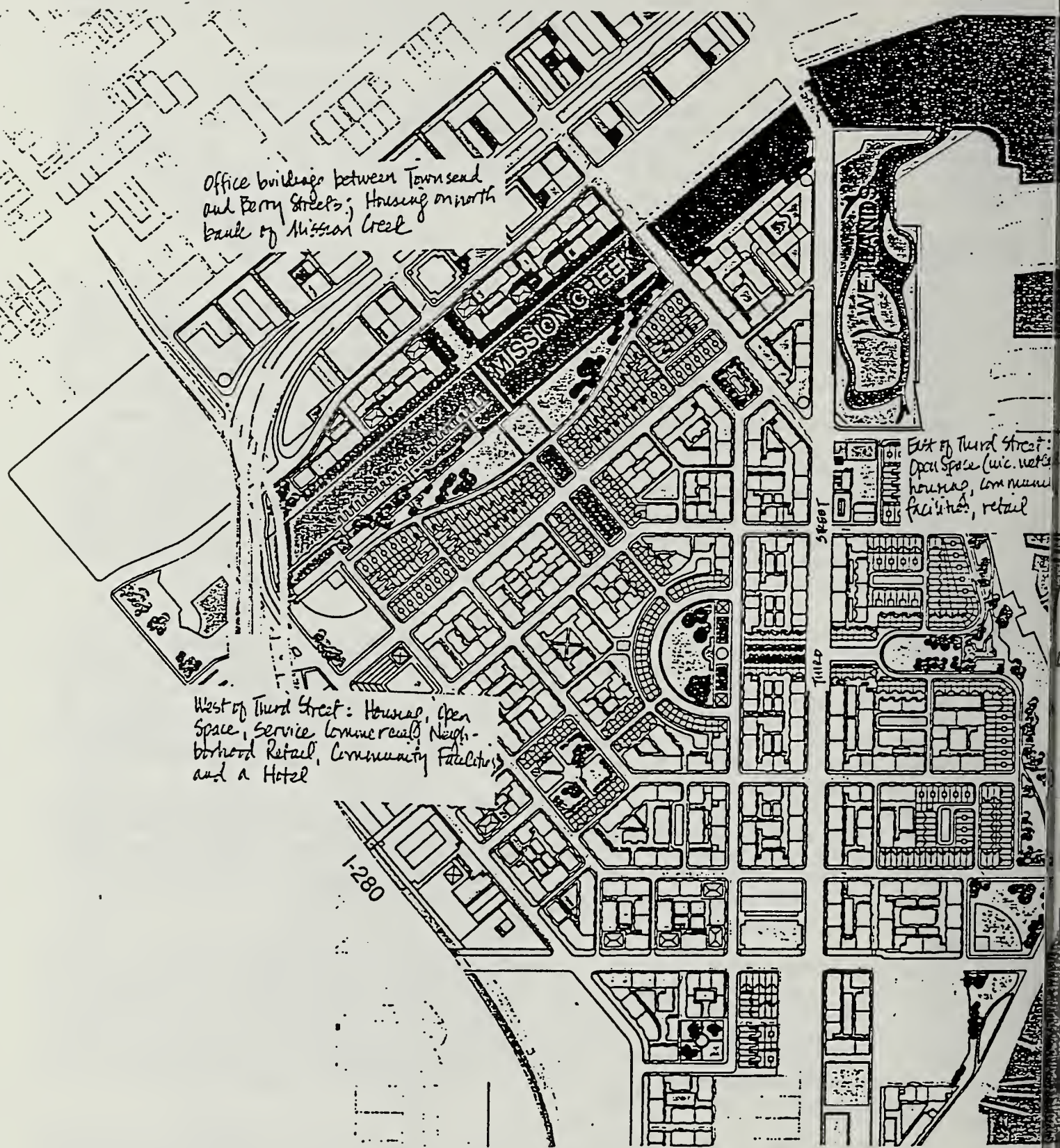
West of Third Street: Housing, Open
Space, Service, Commercial, Neigh-
borhood Retail, Community Facilities
and a Hotel



East of Third Street:
Open Space (inc. wetlands),
housing, community
facilities, retail

I-280

Third Street



PROJECT PROFILE: PIER 98

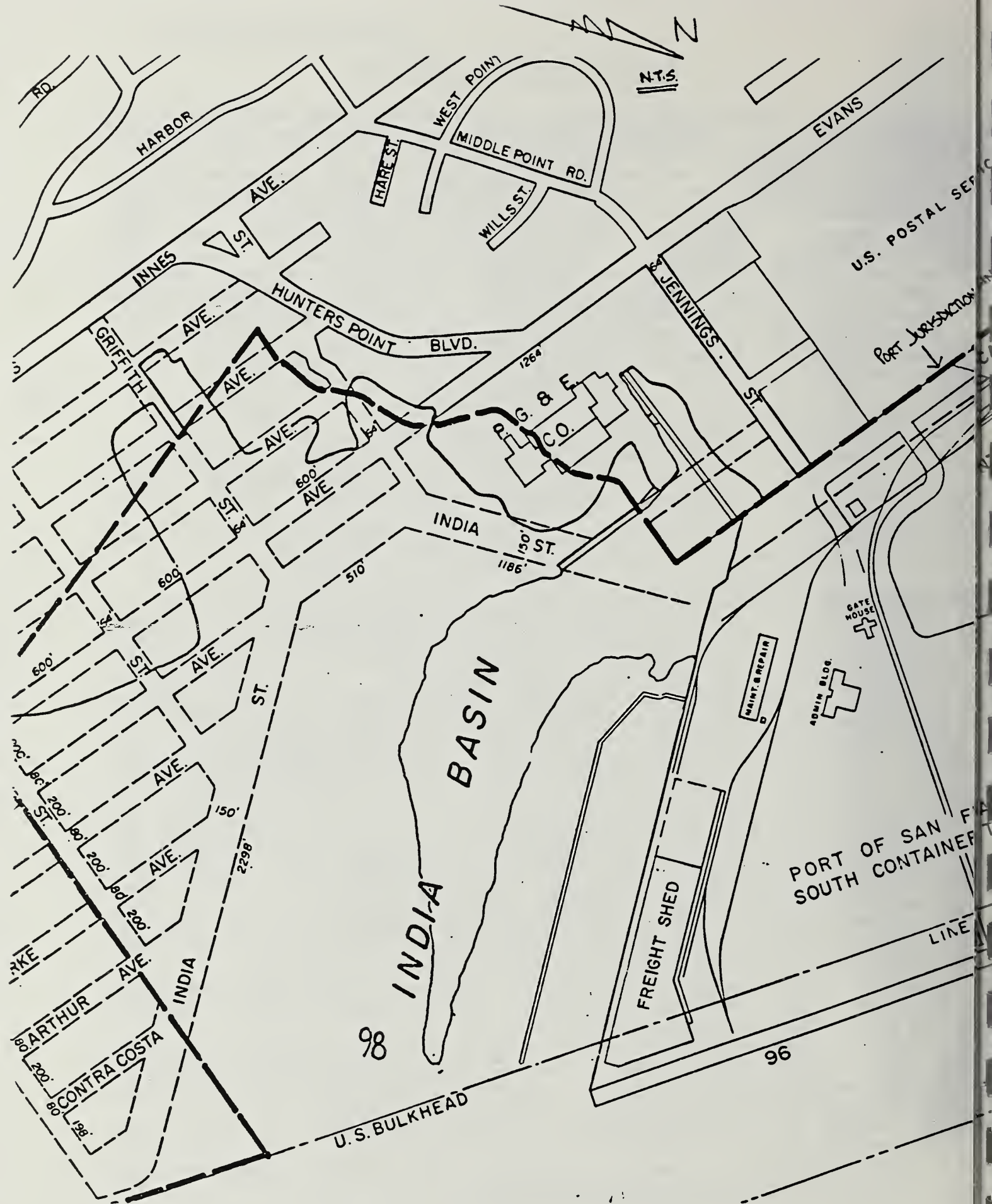
Location and Project Description: An area in India Basin, south of Islais Creek and immediately north of the Pacific Gas and Electric Company's facility at Hunters Point, which was to be identified as Pier 98. This site was originally proposed for 48 acres of fill to provide anchorage for a Southern Crossing, and a wave suppressor for the Lighter Aboard Ship (LASH) facility at Pier 96, of which 24.7 acres of fill was put in place. Since plans for both facilities were discontinued, proposed mitigation plan now underway to contain the fill and convert the site into a wetland habitat with public access. Proposed wetland improvement entails capping about 10.9 acres in the upland portion of the site with impermeable material to prevent potential contaminated leakage from fill and lowering of 4.3 acres of fill to result in a wetland area of about 13.8 acres in size.

Financial Information:

- Total cost of construction (estimate): \$5 million
- State funding being sought from the Environmental License Plate fund with help from Senator Marks and Assemblyman Burton to cover environmental assessment and design study costs (estimated at \$225,000)
- Funds for implementation also will be sought from state and federal sources

History and Current Status:

- August 1970 - BCDC issues permit for 48 acres of fill for Southern Crossing anchorage and LASH breakwater
- 1970-1977 - Port placed 24.7 of the 48 acres at Pier 98 site
- 1977 - Plans for both facilities abandoned
- 1988 - Regional Water Quality Control Board (RWQCB) issues order to close site; defined as an inactive landfill, Port required to submit Solid Waste Assessment Test (SWAT)
- Port submits SWAT report to RWQCB showing no contaminants leaching into the bay, along with a closure plan to assure no future bay contamination
- 1988 - In response to Port's request, U.S. Army Corps of Engineers (Corps) outline 9.5 acres of the site defined as wetlands, subject to federal protection and mitigation requirements, and which is a natural habitat for birds, fish and various plant life species
- 1989 - BCDC files enforcement action against the Port alleging Pier 98 constituted illegal fill because it had never been used for its permitted purposes, recommend removal of fill
- Port sponsors study to evaluate alternative uses for the site, which concludes that creation of wetlands would produce highest environmental and public benefits
- Port's proposal for creating the wetland habitat requires approval by RWQCB, Corps among others, and BCDC must review to determine whether proposal would be acceptable since it would maintain a sizeable portion of the fill in the Bay
- Design for upland public access/recreation has not been developed
- Wetland/public access proposal also being reviewed by environmental and community groups



PROJECT PROFILE: ISLAIS CREEK & CHANNEL REHABILITATION

• Location:

South of Army Street; flowing under 3rd Street at southern drawbridge.

• Project Description:

Friends of Islais Creek is a community-based group augmented by volunteer and contracted specialists working closely with City Departments to create a master plan, specific plan, and pilot project for the rehabilitation of the creek.

Three components of the creek include the South Bank (to be "restored" as a wetlands area with self-guided nature trail), the North Bank (to be developed by Clean Water and Muni with PAL as a concrete quay for fishing, boating, and spectating--Clean Water's weir will dictate the character of the bank, Muni's maintenance facility will provide for public access amenities, PAL's boathouse will be a center for teaching rowing skills to SF youths), and the Water (already a spawning area for herring, anchovies, and possibly salmon, this resource will be improved by the addition of portable breeding habitats). In addition, Caltrans may provide land for a park when their 280 offramp is built (c.1994).

• Financial Information:

So far the work has been mostly voluntary and with the aid of two grants from the State's Water Resources Department totaling about \$90,000. Volunteer and donated resources will be needed to construct the pilot project.

With the assistance of State Senator Quentin Kopp and City Supervisor Doris Ward there has been support for development of recreational facilities as a portion of projects proposed by State and City departments. The cost of these facilities has not yet been determined.

• History:

Post-Port of San Francisco groundbreaking, post-rice distribution, post-copra plant, post-fishing industry center, post-Butchertown waterfront, post-landfill of Islais inlet, post-Indian domination of 5000 years (estimated), the Friends of Islais Creek was founded by community resident Julia Viera to revitalize the waterway and encourage community participation and use, 1987.

State grant to plan bank stabilization and public access, Spring 1990.

Community planning workshop and establishment of goals, Fall 1990.

Creek adopted by science class at Horace Mann School, Winter 1990.

State grant to plan nature trail and help build pilot project, Spring 1991.

Application for construction permit from Port, Summer 1991.

• Current Status:

Required regulatory approvals: construction plans being reviewed by Port with clarifications by Supervisor Maher and City Attorney's office.

Clean Water project pending approvals.

Muni project in programming phase.

Caltrans project awaiting decisions on 280 reconstruction.

Anchovies breeding late August to mid October accompanied by cormorants.

**C. San Francisco Waterfront Special
Area Plan, Bay Conservation and
Development Commission**

San Francisco Waterfront

SPECIAL AREA PLAN

San Francisco Bay Conservation and Development Commission

April 1975 as amended

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INTRODUCTION AND SUMMARY

Few cities of the world can equal San Francisco's waterfront setting. Yet the northern waterfront has for too many years been characterized by obsolete and dilapidated piers no longer suitable for either maritime use or new non-maritime development. Disagreements over the use, scale, and intensity of new development on Bay fill have stymied attempts to realize the immense public benefits that waterfront revitalization could bring.

In April, 1973, the BCDC, at the request of its Chairman, William D. Evers, appointed a widely-representative committee to advise it on a plan for the San Francisco waterfront. The committee's charge was to develop, by means of a "parcel-by-parcel" planning process, a BCDC "special area plan" for the San Francisco waterfront. Under BCDC Regulations, a special area plan applies any or all of the policies in the Commission's San Francisco Bay Plan in greater detail to a specific geographic area either wholly or partially within BCDC jurisdiction, such as the San Francisco waterfront. A special area plan is intended to serve as a guide to what fill, dredging, or change in use in any area would appear to be consistent with the McAteer-Petris Act and the Bay Plan policies. Adoption of a special area plan, however, does not alter the requirement that a permit must be secured from the Commission for any development within its jurisdiction.

As part of the planning process, the Port of San Francisco delineated the waterfront areas that would probably be surplus to maritime needs, and these non-maritime areas were the primary focus of committee study, analysis, and deliberations. Working over a period of almost two years, and meeting an average of twice a month, the committee painstakingly developed a proposed special area plan for the San Francisco waterfront from the Hyde Street Pier through India Basin.

The committee's analysis of desired uses and guidelines for development resulted in a case-by-case examination of each site's potential for serving various public needs. As the planning progressed, a number of assumptions, determinations, and findings emerged which are important in understanding the rationale for many of the Plan's policies and recommendations. Some of the more important of these are summarized below:

- The San Francisco waterfront is a vitally important regional resource which can support port and related maritime facilities, public access, open space, recreational sites, and water-oriented commercial recreation. These can be accommodated without undue conflict, if development is guided by overall planning responsive to public desires.
- Improvement and development of the waterfront should proceed on the basis of a detailed plan which incorporates a balanced program for attaining economic, environmental, and social goals.

- The results of economic studies indicate that the use of replacement fill for office and residential use within current city height restrictions (1975) is not likely to generate rent to the Port. In addition, these uses are not water-oriented and therefore could not be permitted on new or replacement fill without amendments to the McAteer-Petris Act.
- Waterfront land is both valuable and scarce, and therefore should not be used for automobile access and parking unless absolutely necessary for permitted uses, no upland location is feasible, and it is the minimum necessary.
- Elevated freeways near the shoreline impair visual access to the Bay, detract from the desirability of waterfront sites for commercial recreation and public access, and are perceived as a barrier between the city and its waterfront.
- Maritime activities are intrinsically interesting, and provide much of the character of the waterfront. Public access, view sites, and recreation areas are desirable additions to maritime districts, provided they do not interfere with maritime functions.
- Greater amounts of public recreation, open space, and public access along the shoreline--particularly in the Ferry Building area--are essential to full realization of the potential for public enjoyment of the Bay. Public funding may be required to achieve the desired amounts of public areas, in addition to the public access required as part of the permit process.
- The replacement and reuse of obsolete maritime finger piers north of the Bay Bridge should be guided by a "Total Design Plan" with detailed design specifications developed by a public agency for the entire area.
- The character of the Fishermans' Wharf area depends on the maintenance and expansion of the fishing fleet and related maritime activities.
- The waterfront and adjacent inland areas between the Bay Bridge and China Basin hold potential for development as unique residential area, in conjunction with commercial, existing industrial, and open space uses.

The Plan the committee came up with was based on a blending of interests. It was responsive to the financial needs of the Port, the environmental constraints of the Bay Plan and McAteer-Petris Act, and the strong public desire for an accessible, usable waterfront. After extensive public hearings and the environmental impact review process, the Commission adopted the San Francisco Special Area Plan as a Bay Plan amendment on April 17,

1975. (As an amendment to the Bay Plan, the Special Area Plan must be read in conjunction with both the McAteer-Petris Act, and other provisions of the Bay Plan).

The Special Area Plan contains numerous policies relating primarily to permitted uses and conditions for such uses on pier areas, as well as to public access and open space. The Plan allows for development on new piers of hotels, shops, restaurants, marinas, amusements, as well as maritime and public recreation uses, in a variety of configurations and intensities. In the vicinity of the Ferry Building, the Plan proposes that one-half of the pier area be walkable public open space, ^{1/} unless, as part of the Total Design Plan for the area, it is determined by the San Francisco Board of Supervisors and the Commission that private development cannot provide all of the fifty percent (50%) walkable open space, and that no other public or private funds are obtainable to provide the remaining walkable open space. The Plan also contains recommendations to other agencies, principally the City Planning Commission and the Port of San Francisco. Fiscal implications of the plan, studied intensively by an economic consultant, are such that the Port of San Francisco could receive almost three million dollars per year in additional revenue from permitted non-maritime development.

In sum, the Special Area Plan, together with the McAteer-Petris Act and the Bay Plan, prescribes a set of rules for non-maritime shoreline development along the San Francisco waterfront. Within these rules are contained many possibilities for creation of a revitalized, beautiful, and useful shoreline.

^{1/} Under the Special Area Plan, usable, walkable open space must be located at ground or platform level, but minor variations in elevation intended to enhance the design of open space may be permitted. Rooftop and interior open areas shall not be considered part of the required open space. Open space should be open to the sky, although some covering may be allowed if it serves the public areas, and does not support structures.

SUMMARY OF McATEER-PETRIS ACT AND BAY PLAN PROVISIONS GENERALLY APPLICABLE TO THE SAN FRANCISCO WATERFRONT

Under BCDC Regulations (Sections 10820, 10821, and 10822), the Special Area Plan is to serve as a guide to public agencies and private parties as to when BCDC permits will be issued by showing what filling, dredging, or changes in use would appear to be consistent with the McAteer-Petris Act (the BCDC law) and the San Francisco Bay Plan. This does not alter the requirement that a permit be secured from the Commission for any development within its jurisdiction. Furthermore, this Plan is an amendment to the Bay Plan, not a substitute for either it or the McAteer-Petris Act, and any proposed development must be consistent with the McAteer-Petris Act, the Bay Plan, and the Special Area Plan. The Special Area Plan must, therefore, always be read in conjunction with both the provisions of the McAteer-Petris Act and the Bay Plan. The most important of these are summarized below:

THE McATEER-PETRIS ACT

Under the McAteer-Petris Act, BCDC can permit Bay fill ^{2/} only for certain "water-oriented" uses specified in the law or "minor fill for improving shoreline appearance or public access to the Bay." The water-oriented uses the law permits include water-related industry, bridges, wildlife refuges, and water-oriented recreation and public assembly. Housing and offices, two uses for which large areas of the Bay were filled in the past, have been determined by the Commission not to be water-oriented uses.

In addition to limiting the uses for which fill can be approved, the Act also requires the Commission to find, among other things, that:

- There is no alternative upland location for any fill authorized;
- The fill is the minimum necessary;
- The nature, location, and extent of any fill will minimize harmful effects to the Bay;
- The fill is constructed in accordance with sound safety standards;

^{2/} "Fill" includes earth or any other material including pilings; any water coverage whether on pilings or by cantilever; and floating structures moored for extended periods of time, such as houseboats and floating docks.

- The fill will, to the maximum extent feasible, establish a permanent shoreline; and
- The person proposing to fill has sufficient title to the properties in question as to be able to fill it in the manner and for the uses to be approved.

THE SAN FRANCISCO BAY PLAN: POLICIES GENERALLY APPLICABLE

1. Safety. Under the Plan policies on Safety of Fills (page 13), every project on fill is reviewed by the Commission's Engineering Criteria Review Board, which is composed of seismic experts of international repute, and each project must be constructed according to standards prescribed by the Board. In most cases, these standards, which are based on the latest technological and scientific knowledge, exceed those established by local building codes.
2. Public Access. The Bay Plan policies on Public Access (page 26), as well as the provisions of the McAteer-Petris Act, require that any project built either on fill or on the shoreline must provide public access to the maximum extent feasible. In general, this means, at a minimum, access open to the public both to and along the shoreline of project sites, although exceptions can be made if the public access is thereby improved. The extent, design and location of areas proposed for public access in projects is reviewed by the Commission's Design Review Board, which is composed of leading Bay Area architects, designers, and engineers.
3. Effects on the Bay. The Commission also evaluates all projects on the basis of the Bay Plan policies on Water Pollution (page 8), Water Surface Area and Volume (page 8), Marshes and Mudflats (page 9), and Smog and Weather (page 10). These policies were adopted to ensure a level of water quality in the Bay that was sufficiently high to permit full public use and enjoyment of the Bay, and they require all projects to comply with the requirements of the Regional Water Quality Control Board. These policies further state that the remaining water volume and surface area of the Bay should be maintained to the greatest extent feasible and that filling and diking should be permitted only for purposes providing substantial public benefits and only if there is no reasonable alternative.

THE SAN FRANCISCO BAY PLAN: USES AND PURPOSES FOR WHICH FILL MAY BE ALLOWED

Within the constraints of the McAteer-Petris Act, the Bay Plan specifies the uses and purposes for which fill may be permitted in various parts of the Bay. From the standpoint of the San Francisco waterfront, the most important uses are ports, water-related recreation, minor fill to improve shoreline appearance or public access, and Bay-oriented commercial recreation and Bay-oriented public assembly.

1. Ports. The Port policies (Pages 17-18) and the policies of the San Francisco Bay Area Seaport Plan call for the redevelopment and expansion of the southern waterfront for modern marine terminals and protection of Port priority use areas for marine terminals and directly-related ancillary activities such as container freight stations, transit sheds and other temporary storage, ship repairing, support transportation uses including trucking and railroad yards, freight forwarders, governmental offices related to port activity, chandlers, and marine services. The Port priority use areas are designated on the Special Area Plan Maps. The Bay Plan Port policies state that some filling and dredging will be required to provide for necessary port expansion, but any authorized fill or dredging should be in accord with the Seaport Plan. The Port policies also provide that other uses of the Port priority use areas, especially public access and public and commercial recreational development should be authorized if the use does not significantly impair the efficient utilization of the port area."
2. Water-Related Recreation. The Bay Plan policies on Recreation (pages 21-22) encourage development of new marinas at suitable sites, particularly those that result in the creation of new open water through the excavation of areas not part of the Bay and not containing valuable wetlands. Unsuitable sites are those that tend to fill up rapidly with sediment; have insufficient upland for support facilities; contain valuable marsh, mudflat, or other wildlife habitat; or are subject to unusual amounts of fog. Bay fill may be authorized for marina facilities that must be in or over the water, such as breakwaters, shoreline protection, berths, ramps, launching facilities, sewage pump-out and fuel docks, and short-term unloading areas. Fill for marina support facilities may also be authorized at sites with difficult land configurations provided that the fill in the Bay is the minimum necessary and any unavoidable loss of Bay habitat, surface area or volume is offset to the maximum extent feasible.
3. Minor Fill to Improve Shoreline Appearance or to Improve Public Access. In addition to fill for the uses just described, under the Bay Plan policies on Public Access (page 26) and Appearance and Design (page 29), the Commission can also approve minor fill to improve shoreline

appearance and to improve public access. However, the Commission's Regulations limit such filling to cases where it is physically impossible or economically infeasible to improve shoreline appearance or public access without filling.

4. Bay-Oriented Commercial Recreation and Bay Oriented Public Assembly.

Under the Bay Plan section on Fills in Accord with Bay Plan (page 36), some fill, as long as it is the minimum necessary to achieve its purpose, can be permitted for "Bay-oriented commercial recreation and Bay-oriented public assembly." Such uses are defined in the Bay Plan (page 36) as facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops, and hotels.

In general, fill for Bay-oriented commercial recreation and Bay-oriented public assembly purposes can be permitted on privately-owned property in the Bay, but is generally not permitted on publicly-owned land, e.g., the areas held in trust by the Port of San Francisco. The one exception to this policy is that filling limited to replacement of obsolete or involuntarily destroyed piers for Bay-oriented commercial recreation and Bay-oriented public assembly purposes can be permitted on privately-owned or publicly-owned Bay property provided the fill covers less of the Bay than was being uncovered. Specifically, those parts of the replacement fill devoted to these uses can occupy only up to 50 percent of the area being uncovered by removal of the piers (or such greater percentage as was previously devoted to such other uses that were destroyed involuntarily) and the remainder must be devoted to public recreation, open space (including open water), and public access to the Bay. The replacement fill must be pile-supported structures only. In addition, the replacement fill must: (a) be limited in volume (mass) to the minimum necessary to achieve the purpose of the project; (b) be consistent with a special area plan for the geographic vicinity of the project; (c) take advantage of the nearness of the Bay and provide opportunities for enjoyment of the Bay by the public; and (d) establish, to the maximum extent feasible, a permanent shoreline.

GENERAL POLICIES AND RECOMMENDATIONS

AREA COVERED BY PLAN

The area covered by the San Francisco Waterfront Special Area Plan is the land and water area located along the existing shoreline of the City and County of San Francisco from the Hyde Street Pier through the India Basin, including all areas within the jurisdiction of the Port of San Francisco. The Special Area Plan divides the waterfront area into numerous parcels to which particular permitted uses, policies, recommendations, and maps are addressed.

PLAN COMPONENTS

1. Permitted Uses on New or Replacement Fill. The permitted uses listed in the text and on the maps refer to uses which may be allowed on fill in specified areas within BCDC's "bay" jurisdiction, subject to all relevant policies. These use designations have no effect on existing uses.
2. Policies. The policies in the Special Area Plan apply only to areas within the jurisdiction of BCDC. These policies, in addition to the McAteer-Petris Act and other sections of the San Francisco Bay Plan, will be the basis for BCDC permit decisions.
3. Recommendations. The recommendations are suggestions to be considered in BCDC's review of permit applications. In addition, the recommendations are advisory to the City and County of San Francisco, primarily the Port Commission and the Planning Commission, and set forth suggested actions that should be taken by these agencies in areas within their jurisdiction.
4. Maps. The Plan Maps delineate port priority use areas, as well as areas for public recreation, open space, and public access. In addition, the maps also indicate permitted uses by geographic area. All maps should be read in conjunction with the relevant policies and recommendations.

GENERAL POLICIES

1. Criteria for Granting Permits. Within the area covered by the Special Area Plan, a proposed project should be approved if it is consistent

with: (1) the McAteer-Petris Act; (2) the provisions of the San Francisco Bay Plan then in effect; and (3) the Special Area Plan. 3/

2. Geographic Vicinities. The San Francisco Bay Plan specifies that pier areas removed within a given geographic vicinity may be replaced only within the same geographic vicinity. The Special Area Plan designates three separate geographic vicinities to which the removal and replacement of fill must be confined. These are as follows:
 - a. The land and water areas within the jurisdiction of the Port of San Francisco from Hyde Street Pier through Pier 9.
 - b. The land and water area within the jurisdiction of the Port of San Francisco from Pier 7 through Pier 24, including the Ferry Building and the BART platform.
 - c. The land and water area within the jurisdiction of the Port of San Francisco from Pier 26 to the extension of Earl Street at India Basin.
3. Parking on Replacement Fill
 - a. Parking on replacement fill for public and commercial recreation uses other than marinas should be allowed only if: (1) no alternative upland location is feasible; (2) the parking is located within a structure devoted to a use permitted under the Special Area Plan and is necessary to such use or to other permitted uses in the same project area; and (3) it is the minimum necessary.
 - b. Determination of the amount of parking allowed should be based on the desirability of reducing automobile traffic along the waterfront and to the maximum extent feasible should consider the use of existing public transit and inland parking which could reasonably be provided in the future.

3/ The minutes of the San Francisco Waterfront Advisory Committee, the Report on the Special Area Plan for the San Francisco Waterfront (December, 1974), and the proceedings of the Commission in adopting the San Francisco Waterfront Special Area Plan provide further background information on the bases for the policies and recommendations of the Special Area Plan.

4. Marina Parking. Parking for marinas should be provided on upland locations except some fill for parking may be permitted at suitable marina sites with difficult land configurations provided that the Bay fill is the minimum necessary and any unavoidable loss of Bay habitat, surface area, or volume is offset to the maximum extent feasible, preferably at or near the site.
5. Fill for Maritime Facilities. Any filling or dredging for maritime purposes should be consistent with the McAteer-Petris Act, the Bay Plan, and the Seaport Plan.
6. Required Public Access
 - a. In accordance with general Bay Plan policies, maximum feasible public access should be provided in conjunction with any development of existing or replacement piers. Public access should be located at ground or platform level, but minor variations in elevation intended to enhance design of open space may be permitted. Public access should also be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures. Particular attention should be given to the provision of perimeter public access along the platform edge. Other uses may extend to the platform edge subject to the following conditions:
 - (1) Such uses should enhance the total design of the project, should serve to make the public access more interesting, and should not divert the public way along more than twenty percent (20%) of the total platform edge.
 - (2) Deviations of the public way from the platform edge should be limited to short distances.
 - b. Development of public access should be required as a condition of permits for new maritime and non-maritime development. The location of such access obtained as a condition of maritime development between Channel Street and India Basin should be guided by the designations for public recreation, open space, and public access, as found on Special Area Plan Maps 5 and 6.
7. View Corridors. Important Bay views along the Embarcadero and level inland streets should be preserved and improved. Minor encroachment into the view corridors from level inland streets may be permitted under the following conditions:
 - a. Where the encroaching element has a distinct maritime character, is separated from the shoreline by water, and adds variety to the views along the waterfront.

- b. Where minor structures (such as kiosks) are desirable to provide public amenities contributing to a continuity of interest and activity along the waterfront.
 - c. Where essential maritime facilities cannot reasonably be located and designed to avoid view blockage.
8. Residential and Office Uses. No residential or office uses should be permitted on new or replacement fill on the San Francisco waterfront. Such uses may be permitted in conformity with city plans along the existing shoreline, excluding the BART platform, if maximum feasible public access to the Bay is provided.
9. Sport Fishing. Facilities for commercial sport fishing are permitted in all waterfront areas within the Special Area Plan, subject to all relevant policies and recommendations of this plan.
10. Mooring of Historic Ships. A small amount of fill created by the mooring of an historic ship may be authorized for the purposes of improving shoreline appearance or improving public access to the Bay. Uses otherwise not allowed under the provisions of the Bay Plan may be authorized on the ship if the ship does in fact improve shoreline appearance or improve public access to the Bay. An historic ship is: (a) a ship or boat that had a specific role in the maritime history of San Francisco Bay, was originally built before 1925, has not been modified so as to substantially change its historic character, was designed and built to navigate under its own power, and floats in its berth at all stages of the tide; or (b) a ship or boat that had a specific role in maritime history and is displayed for its historic significance with any fees charged only at the amount to maintain and enhance the historic or maritime nature of the vessel, includes no commercial activities on board or nearby except to enhance the vessel's historic significance, was designed and built to navigate under its own power, and floats in its berth at all stages of the tide.

Historic ships should be permitted in the area of Piers 9 through 24 at existing piers provided that the use on the historic ship and mooring location is: (a) consistent with the San Francisco Waterfront Total Design Plan: Pier 7 through 24; (b) does not require substantial alteration to any pier structure; (c) does not require new parking facilities over water; and (d) improves public access and shoreline appearance. Permits issued for any ships, boats, or ferries under this policy should specify that no "grandfather rights" of any kind are obtained.

GENERAL RECOMMENDATIONS

1. The existing height and bulk limits (as of April, 1975) of the City of San Francisco should not be exceeded on any waterfront development. The Planning Commission is encouraged to use its discretionary project review authority to assure that the prominence of the Ferry Building and its tower is maintained, in accordance with the City's Northern Waterfront Plan (1969).
2. The entire San Francisco waterfront, including all areas for public recreation, open space, or public access to the Bay, should be linked by a continuous pedestrian-bicycle path.
3. Public open space should be provided on existing piers when there is a substantial change in use from maritime to non-maritime.
4. The special problems of building over water on existing finger piers, with regard to the suppression of fire and the provision of adequate escape routes, should be called to the attention of the BCDC, the Fire Commission, and other appropriate public agencies.
5. The proposed extension of Interstate 280 should be re-aligned inland and should be linked to the Bay Bridge and East Bay Terminal, rather than to the Embarcadero Freeway, in order to enhance potential development and public use of the waterfront between the Bay Bridge and China Basin.
6. Reference is made to the report of the San Francisco Department of City Planning entitled "A Transportation System for the Embarcadero Area." Within the context of regional transportation needs and recognizing the Embarcadero Corridor as one of regional importance, BCDC recommends consideration of this report to the appropriate local, regional, state, and federal transportation agencies.
7. Parking not necessary to a use permitted under the Special Area Plan should not be allowed on existing piers; present parking on existing piers not necessary to a use permitted under the Plan should be phased out within five years of the effective date of this plan.
8. Provision of parking on existing piers, if necessary to a use permitted under the plan, should be the minimum necessary. Determination of the amount of parking provided should be based on the desirability of reducing automobile traffic along the waterfront and to the maximum extent feasible should consider the use of existing public transit and inland parking, as well as public transit and inland parking which could reasonably be provided in the future.

9. Billboards should be phased out along the waterfront within five years of the effective date of this plan.
10. Design Recommendations:
 - a) In order to preserve the historical continuity of the waterfront, older buildings of architectural merit or historic significance should be retained.
 - b) For historic continuity and aesthetic reasons, pier entrance arches should, wherever possible, be preserved and incorporated into designs for new development
11. Connecting buildings between piers should be eliminated wherever possible.

GEOGRAPHIC - SPECIFIC POLICIES AND RECOMMENDATIONS

HYDE STREET PIER THROUGH PIER 43

The portion of the San Francisco waterfront between the Hyde Street Pier and Pier 43 comprises a diverse area serving the commercial fishing industry and providing major tourist attractions. The Maritime State Historic Park is located on the west side of the Hyde Street Pier, while the east side is unused and in a serious state of disrepair. Fish Alley, located between the Hyde Street Pier and Pier 45, is the center of commercial fishing activity in San Francisco, although the size of the commercial fishing fleet has decreased substantially over the last 15 years. Pier 45, 11 acres in area and resting partly on solid fill, is assumed to be structurally sound and available for non-maritime development. BCDC has shoreline jurisdiction over Pier 45, and therefore the provision of maximum feasible public access is of principal concern. Existing uses at Pier 43 and Pier 43-1/2 include the San Francisco Maritime Museum ship Balclutha, tour boats, landings, ferry slips, and restaurants.

Hyde Street Pier

Permitted Uses on New or Replacement Fill (Subject to Policies):

FISH PROCESSING
LIMITED COMMERCIAL RECREATION
PUBLIC ACCESS
REPLACEMENT OF EXISTING BAY-ORIENTED COMMERCIAL RECREATION
MARITIME

Policies:

1. The reconstruction or improvement of the east side of the Hyde Street Pier for fish processing should be permitted. It need not be rebuilt to its present configuration, but any new fill should be the minimum necessary.
2. Replacement fill for Bay-oriented commercial recreation should be permitted as part of the reconstruction of the east side of the Hyde Street Pier if the Bay-oriented commercial recreation: (a) is limited in scale; (b) does not include hotel uses; and (c) is compatible with primary use of the pier for water-related recreation (maritime historical park) and for fish processing.

3. No parking should be allowed on new or replacement fill at the Hyde Street Pier, unless it is necessary for fishing processing activities. No parking should be allowed for commercial recreation uses on replacement fill.

Recommendation:

1. Use of the existing east side of the Hyde Street Pier, or portions retained as part of any reconstruction or improvement, should be consistent with the above policies, including the restriction on parking.

Fish Alley (Wharves 47, J-1 through J-10, Seawall Lots 302 and 303)

Permitted Uses on New or Replacement Fill (Subject to Policies):

REPLACEMENT OF EXISTING BAY-ORIENTED COMMERCIAL RECREATION
BREAKWATER
BERTHING AND DOCKING FACILITIES FOR COMMERCIAL FISHING BOATS
PUBLIC ACCESS
MARITIME

Policies:

1. Fish Alley facilities should be improved and expanded to serve the commercial fishing fleet and to maintain and enhance the area as a center for commercial fishing uses. Improved berthing, docking, and related activities for commercial fishing boats, including necessary sanitation facilities, should be permitted.
2. No new fill or replacement fill for Bay-oriented commercial recreation or Bay-oriented public assembly should be permitted unless it is to replace an existing Bay-oriented commercial recreation use that has been involuntarily destroyed.
3. A breakwater between the Hyde Street Pier and Pier 45 should be permitted if a breakwater will: (a) protect commercial fishing boats moored in Fish Alley from damage caused by wave action and (b) significantly enhance the Fish Alley area as a center for commercial fishing activities.

Recommendations:

1. The existing wharves and the seawall lots should be modernized and improved for fish processing, marine repair and supply, Bay-oriented

commercial recreation, and general retail/commercial use, with fish processing predominant on the Bay side of these parcels.

2. A view corridor should be opened and maintained at the foot of Leavenworth Street between Seawall Lots 302 and 303.

Pier 45 4/

Permitted Uses on New or Replacement Fill (Subject to Policies):

PUBLIC ACCESS
BOAT SLIPS
MARITIME

Policies:

1. A limited number of private boat slips should be permitted adjacent to Pier 45 as part of any residential development of the pier.
2. Development of Pier 45 should provide maximum public access at pier level. The public access should be an integral part of the pier development and should create varied and interesting open spaces for public access, including visual access, to the Bay, particularly at the end of the pier and along pier edges.
3. All areas devoted to public access on Pier 45 should be protected from the wind to the maximum extent feasible without unnecessarily blocking views.

4/ The provisions of the Special Area Plan relative to Pier 45 are based on the assumption that new uses on the pier can be accommodated without structural improvements to those portions of the pier on pilings over the water. If reuse, in fact, requires new pilings to be driven in the water, uses over the pilings would have to be water-oriented. In this case, the Special Area Plan policies, recommendations, and map provisions for Pier 45 will become inapplicable, and new policies, recommendations, and map provisions would have to be adopted as an amendment to the Special Area Plan.

Recommendations:

1. Preferred uses that could be developed on this pier are:

- a. Walkable public open space;
- b. Residential development; and
- c. Neighborhood commercial.

Uses that could be included with the above are:

- a. Hotel;
- b. Office space; and
- c. General retail commercial.

The amount and types of any retail uses to be developed on the pier should complement rather than compete with the existing commercial uses in the area.

- 2. Development on Pier 45 should minimize automobile traffic to and from the pier and the need for parking on the pier. Public transit should be encouraged.
- 3. Development of Pier 45 should open views of the Bay from ground level at the Embarcadero and from numerous vantage points on the pier, particularly from the end of the pier.

Piers 43 and 43-1/2

Permitted Uses on New or Replacement Fill (Subject to Policies):

TOUR BOATS

FERRIES

REPLACEMENT OF EXISTING BAY-ORIENTED COMMERCIAL RECREATION

MARITIME

Policies:

- 1. No new fill should be permitted except to maintain present uses, including tour boats, ferries, and public access to the Bay.
- 2. Replacement fill should be limited to replacement of commercial recreation uses involuntarily destroyed.

Recommendation:

1. Present uses may be maintained on the existing pier structures. Parking on these piers should be phased out within five years.

Seawall Lot 301

Recommendation:

1. Seawall Lot 301 should be developed in conformance with the Northern Waterfront Plan of the City of San Francisco (1969), which calls for a "major urban plaza at the foot of Taylor Street." This should be a waterfront plaza with views of the Bay, and no new development should be permitted that is inconsistent with this recommendation.

PIER 41 THROUGH PIER 9

The area from Pier 41 through Pier 9 encompasses the major remaining cargo-handling piers on the northern waterfront, in addition to the passenger ship terminal. Piers 37, 39, and 41, however, are no longer used for handling cargo, although they are currently leased to several maritime tenants including water taxis, tugs and ferries, and tour boat operations. Pier 35 serves as a terminal for all incoming passenger ships, but it is generally considered to be inadequate both esthetically and functionally. Piers 9 to 33 are used for break-bulk cargo operations and this use is expected to continue for some years. The maritime operations and the Bay along this portion of the waterfront are largely blocked from public view by continuous bulkhead structures connecting the piers. The inland side of the Embarcadero is lined with Port-owned seawall lots some of which have been developed for commercial office use and others of which are proposed for such development.

Piers 37, 39, and 41

Permitted Uses on New or Replacement Fill (Subject to Policies):

MARITIME
PUBLIC RECREATION/OPEN SPACE/PUBLIC ACCESS
COMMERCIAL RECREATION
MARINA

Policies:

1. Replacement fill in the area of Piers 37, 39, and 41 should be limited to: (a) public recreation and open space in conformance with local plans

for the development of a "North Point Park" in this area; and (b) Bay-oriented commercial recreation that is complementary to park use.

2. No parking for any non-maritime use should be permitted on new or replacement fill in the area of Piers 41 and 39.
3. Any development on the shoreline, on existing piers, or on new or replacement fill should open to the public the exceptional views of the Bay from this location.

Recommendations:

1. The existing piers should not be used for parking lots except on Pier 41, where parking should be allowed only on a year-by-year basis in conjunction with a youth fishing program and if substantial public access to the Bay is provided.
2. If and when part or all of the Embarcadero is no longer needed as a roadway in the area of Piers 37, 39, and 41, it should be converted to an inland extension of the proposed North Point Park.

Piers 9, 15, 17, 19, 23, 27, 29, 31, 33, and 35

Permitted Uses on New or Replacement Fill (Subject to Policies):

MARITIME
PASSENGER TERMINAL
PUBLIC ACCESS

Policy:

1. When and if maritime use of any pier in the area of Piers 9 through 35 is phased out, no new development should occur until a Total Design Plan for the entire area is adopted by BCDC. However, this condition shall not apply to Pier 9, if this pier is included as part of the Total Design Plan for the Pier 7 through 24 area.

Recommendations:

1. Piers 9 through 35 should continue in maritime use as long as economically feasible in order to serve cargo and passenger ships and to maintain the maritime character of the northern waterfront.

2. Pier 35 should be renovated as a modern, functional and attractive passenger terminal with associated commercial recreation uses such as a restaurant and small shops.
3. Connecting buildings between piers should be removed wherever possible in order to create new opportunities to view the Bay.

Seawall Lots 311 Through 324

Recommendation:

1. Seawall Lots 311 through 324 should be used for office, commercial and residential purposes and for parking.

PIERS 7 THROUGH 24, INCLUDING THE FERRY BUILDING AND BART PLATFORM

The area from Piers 7 through 24 extends from Broadway to the Bay Bridge and includes five finger piers, the Ferry Building, the BART platform, and the Promenade. The finger piers were among the earliest built in San Francisco. All of the piers south of the Ferry Building to Pier 24, because they were in poor condition and no longer suitable for maritime use, have been removed and the Promenade has been constructed along the shoreline between Pier 24 and the Agricultural Building. The remaining piers are no longer suitable for maritime use. Minor use of these piers continues, but such uses are interim, pending non-maritime development, while Pier 5 has been condemned and will be removed. Because of seismic safety concerns, the piers will likely require substantial reconstruction to support major development.

The Ferry Building, with its landmark clock tower, is the focal point of the northern waterfront, and also provides considerable office space for the Port of San Francisco and numerous other tenants. The BART platform extends bayward from the Ferry Building and is the site of a restaurant and major landscaped open space. The Golden Gateway redevelopment area, the downtown financial district, and the south-of-Market area are all adjacent to this waterfront area, although the Embarcadero Freeway creates a visual separation between the waterfront and inland uses from Pier 7 through the Agricultural Building.

Permitted Uses on New or Replacement Fill (Subject to Policies):

PUBLIC RECREATION/OPEN SPACE/PUBLIC ACCESS

COMMERCIAL RECREATION (including restaurants, cafes, specialty shops (e.g., boutiques, bookstores, arts and crafts, interior decoration), theaters, concert hall, galleries, amusements, night clubs, cabarets)

MARINA (no public launching ramp)

MARITIME

Policies:

1. No replacement fill should be permitted in the area of Piers 7 through 24, including the Ferry Building and the BART platform, unless it is consistent with the San Francisco Waterfront Total Design Plan: Pier 7 through Pier 24.
 - a. The Total Design Plan and any amendments to it should conform to all relevant policies and recommendations of the Special Area Plan, and should include:
 - (1) The approximate configuration of replacement fill and of the piers to be retained.
 - (2) The approximate location and spatial allocation of uses, including the design of parks, open space, view corridors and other areas for public access.
 - (3) The approximate square footage, height and bulk of proposed uses.
 - (4) The means by which required public recreation, open space and public access areas are to be provided and maintained (e.g., as a condition of development, through public investment, or both).
 - (5) The means by which unusable piers are to be removed.
 - (6) The amount of parking to be allowed for permitted uses.
 - b. The Total Design Plan, and any amendments to it, in conformity with all relevant policies and recommendations of the Special Area Plan, should meet the following criteria:
 - (1) The total pier area (measured from the bayward curb line of the Embarcadero) devoted to walkable public recreation, open space, and public access (not including roof tops, interior areas or the existing BART platform) is equal to the pier area devoted to all Bay-oriented commercial recreation and Bay-oriented public assembly uses, unless both the San Francisco Board of Supervisors (by resolution) and the Commission, as part of the total design process, determine: (a) that private development cannot provide the fifty percent (50%) walkable public recreation, open space and public access and at the same time yield a reasonable return both to the Port and the developer; and (b) that insufficient public or private funds are obtainable from

any source to provide the additional required walkable public recreation, open space and public access. In this case, the maximum feasible walkable public recreation, open space and public access should be provided; and in no case should the total area devoted to public recreation, open space (including new open water) and public access to the Bay be less than would be required under the replacement fill provisions of the Bay Plan (Fills in Accord with Bay Plan, subsection (5), page 36).

- (2) The required walkable public recreation, open space, and public access is located at the platform level, although some variation in elevation may be desirable to make these areas more attractive and enjoyable to the public.
- (3) The required walkable public recreation, open space, and public access is open to the public without charge, except a small portion may be included as part of a fee-restricted amusement or theme park.
- (4) The areas to be devoted to the required walkable public recreation, open space, and public access are open to the sky, although some covering may be allowed if it serves the public areas and does not support structures.
- (5) The required walkable public recreation, open space, and public access does not include areas devoted to parking or streets open to general and regular vehicular use.
- (6) Existing major view corridors from ground level at the Embarcadero and from inland streets are retained and substantial new view corridors are created.
- (7) Bay-oriented commercial recreation on replacement fill is available at a range of price levels to encourage full use and enjoyment of the waterfront by all segments of the public.
- (8) A theme park or amusement park is not the predominant commercial recreation use; such use should be water-oriented and enhance public enjoyment of the Bay.
- (9) Bars, cabarets, night clubs, etc., are a minor use only.
- (10) A passenger terminal is not included unless renovation of Pier 35 is not possible and studies have shown that a

location elsewhere on the San Francisco waterfront is not feasible.

- (11) Existing maritime use, including the pilot boats, the fire boats, the tug boats, and the ferries are retained to the maximum feasible extent.
 - (12) Housing, offices, department stores, heliports, or STOL ports are not included in any development on replacement fill.
 - (13) No new water-related industrial use is included on replacement fill, other than maritime uses.
 - (14) Small-scale offices, studios (e.g., architects, art, photography), and housing are permitted on existing piers, excluding the BART platform. (Note: Under the McAteer-Petris Act, office and residential uses are not permitted on new fill, including replacement piers. BCDC shoreline jurisdiction, except in priority use areas, is limited to assuring the provision of maximum feasible public access.)
- 2. The top of the BART ventilation structure behind the Ferry Building should be used only for Bay-oriented commercial recreation, such as a restaurant, that is located in a structure that extends no higher than 40 feet above the surface of the platform (minor ancillary structures such as elevator shafts and skylights may exceed this limit) and that improves the appearance of the shoreline.
 - 3. The BART platform behind the Ferry Building should be used only as a landscaped public plaza, as the site for a ferry terminal, and for the berthing of ceremonial ships.
 - 4. The areas between Howard Street and Pier 26 should be reserved for possible future maritime use; and in the interim only the development of open space and, if designed so as to not preclude future maritime development, the development of limited commercial recreation and marinas could occur.

Recommendations:

- 1. To the extent that the area required to be devoted to public recreation, open space, and public access to the Bay cannot be provided as a condition of private development, public funds should be used for this purpose.

2. Public funds should be sought also for the removal of piers not replaced or removed as a condition of private development and not suitable for other uses.
3. The existing piers should not be used for parking lots.

BAY BRIDGE TO CHINA BASIN

The area from the Bay Bridge to China Basin is characterized by some degree of maritime use and by mixed industrial use and vacant property immediately inland. Piers 26, 28, 30, 32, and 46a and 46b are currently in maritime use, although it is uncertain how long this will continue. These piers are structurally sound and work now being undertaken by the Port of San Francisco will give them an extended life. Piers 34 through 44 are in poor condition and suitable for limited loading only. While some maritime use of these piers still takes place, it is expected that they will be available for non-maritime development within a few years. The condition of these piers will probably require their replacement in order to support any type of new development. The inland side of the Embarcadero from the Bay Bridge to China Basin is lined with Port-owned seawall lots in very marginal use. The seawall lots are, for the most part, taken up by railroad tracks and the adjacent inland area is in light industrial and warehousing use with much vacant property. In general, the area comprises an under-utilized portion of the city with a potential for regeneration. China Basin, forming the southern boundary of this area, is largely inaccessible to the public.

Seawall Lots 329 through 336 and Adjacent Inland Areas

Recommendations:

1. The triangle bounded by Second Street, Bryant and the Embarcadero, including Seawall Lots 329 through 336, should be redeveloped as a mixed-use neighborhood, including predominantly residential uses. Preservation of viable economic uses and attractive older buildings should be encouraged.
2. If the waterfront between China Basin and the Bay Bridge is no longer needed for maritime purposes, mixed-use development should be extended bayward to the area now occupied by the Embarcadero and traffic should be re-routed around the inland triangle designated in "1" above. The proposed extension of Interstate 280 should be re-routed away from the waterfront, and traffic from off-ramps should be channeled away from the Embarcadero.

Piers 26, 28, 30, 32, 46a and 46b

Permitted Uses on New or Replacement Fill (Subject to Policies):

MARITIME
PUBLIC RECREATION/OPEN SPACE/PUBLIC ACCESS
COMMERCIAL RECREATION

Policy:

1. Replacement fill for Bay-oriented commercial recreation in the area of Piers 26 through 32 and 46a and 46b should be permitted only if these piers are no longer needed for maritime use, and only if the existing pier structures cannot be used for new uses.

Recommendation:

1. Residential and small-scale office use should be permitted on the existing piers as an extension of the development recommended in the adjacent inland area. (Note: Under the McAteer-Petris Act, office and residential uses are not permitted on new fill, including replacement piers. BCDC shoreline jurisdiction, except in priority use areas, is limited to assuring the provision of maximum feasible public access).

Piers 34, 36, 38, 40, 42 and 44

Permitted Uses on New or Replacement Fill (Subject to Policies):

COMMERCIAL RECREATION
PUBLIC RECREATION/OPEN SPACE/PUBLIC ACCESS
MARINA

Policies:

1. Bay-oriented commercial recreation on replacement fill in the areas occupied by Piers 34 through 44 should be limited in scale and consistent with the recommended development of Seawall Lots 329 through 336, of existing Piers 26 through 32 and 46a and 46b, (when these are no longer in maritime use), and of the triangle bounded by Second Street, Bryant Street and The Embarcadero.
2. No hotel/boatel use should be permitted on replacement fill in the area of Piers 34 through 44.

China Basin and China Basin Channel

Permitted Uses on New or Replacement Fill (Subject to Policies):

PUBLIC ACCESS
MARITIME
SMALL BOAT DOCKING FACILITIES

Policies:

1. Continuous public access, consistent with maritime activities, should be provided around China Basin Channel in accordance with the Recreation and Open Space Plan of the City of San Francisco.
2. Limited Bay-oriented commercial recreation should be permitted along China Basin Channel provided it is incidental to and does not obstruct public access.
3. The area immediately east of the Third Street Bridge on the south side of China Basin should be reserved for public access with special consideration given to providing public view areas.

PIER 48 THROUGH INDIA BASIN

Most of the current maritime activity and proposed maritime expansion of the Port of San Francisco is concentrated on the City's southern waterfront between China Basin and India Basin. Major cargo-handling facilities are under construction in this area and the inland areas, as well, are dominated by maritime and industrial activities. The San Francisco waterfront between China Basin and India Basin is designated a port priority use area in the San Francisco Bay Plan, and the San Francisco Bay Area Seaport Plan which designates active, near-term, and long-term marine terminal sites. There is little public access to the Bay along this extensive stretch of the waterfront though the Port has recently dedicated a waterfront park at Central Basin. Significant recreation potential also exists at a number of other sites, including Warm Water Cove, Islais Creek, and India Basin. Development permitted in this area should be consistent with the provisions of the Seaport Plan.

Piers 48, 50, 54, 68 and 70

Permitted Uses on New or Replacement Fill (Subject to Policies):

MARITIME
PUBLIC ACCESS
MARINA

Recommendations:

1. Existing maritime uses should be continued as long as needed.
2. The public launching ramp located in this area should be retained.

Central Basin

Permitted Uses on New or Replacement Fill (Subject to Policies):

PUBLIC RECREATION/OPEN SPACE/PUBLIC ACCESS
MARINA
MARITIME

Policies:

1. Central Basin should continue to be developed for public access and waterfront recreation in accordance with the Recreation and Open Space Plan of the City of San Francisco.
2. When no longer needed for maritime activity, Pier 64 should be developed for park and marina use in accordance with, but not limited to, the provisions of the Recreation and Open Space Plan of the City of San Francisco.

Recommendation:

1. No new development should be permitted at Central Basin that is inconsistent with the above policies.

Piers 72, 80, 94, 96 and 98

Permitted Uses on New or Replacement Fill (Subject to Policies):

MARITIME
PUBLIC ACCESS

Policy:

1. An expanded Pier 72 should project no further south than a direct expansion eastward of the existing shoreline in order not to infringe on Warm Water Cove.

Warm Water Cove

Permitted Uses on New or Replacement fill (Subject to Policies):

PUBLIC RECREATION/OPEN SPACE/PUBLIC ACCESS

Policies:

1. The recreational potential and water quality of Warm Water Cove should be improved and protected, and no fill should be permitted that would adversely affect existing or potential recreation or water quality.
2. Warm Water Cove should be developed for public access and waterfront recreation in accordance with the Recreation and Open Space Plan of the City of San Francisco.
3. Limited development, preferably Bay-oriented commercial recreation, should be permitted along Warm Water Cove, provided it is incidental to public access and water-related recreation and does not obstruct public access.

Islais Creek West of Third Street

Permitted Uses on New or Replacement Fill (Subject to Policies):

PUBLIC ACCESS MARITIME

Policies:

1. The south side of Islais Creek Channel west of the Third Street Bridge should be developed for public access and waterfront recreation as a public esplanade and viewing area. A railroad trestle, serving maritime uses at Piers 94 and 96 should be permitted at Pier 88 provided the trestle does not significantly interfere with public access, and the public access provided in conjunction with the trestle provides substantial public benefits.
2. Limited development, preferably Bay-oriented commercial recreation, should be permitted on the south side of Islais Creek Channel, provided it is incidental to public access and water-related recreation and does not obstruct public access.

India Basin

Permitted Uses on New or Replacement Fill (Subject to Policies):

PUBLIC RECREATION/OPEN SPACE/PUBLIC ACCESS
MARINA

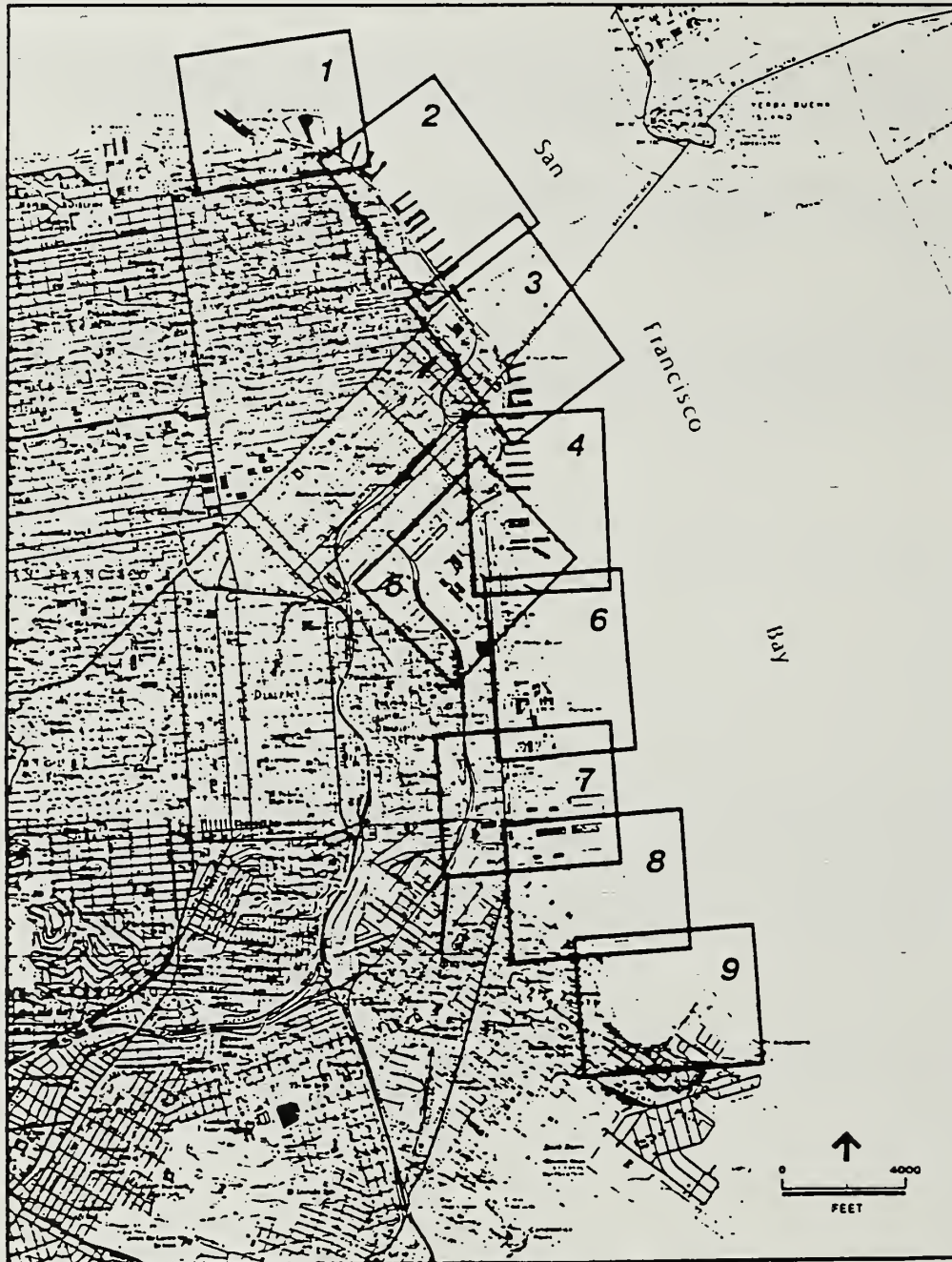
Policies:

1. The India Basin area should be developed as a major waterfront park in accordance with the Recreation and Open Space Plan of the City of San Francisco. Some fill may be needed.
2. Limited development, preferably Bay-oriented commercial recreation, should be permitted on the shoreline, provided it is incidental to public access and water-related recreation and does not obstruct public access.
3. Continuous public access should be provided along the west side of future Pier 98, along India Basin, and a public access connection should be provided between the two.

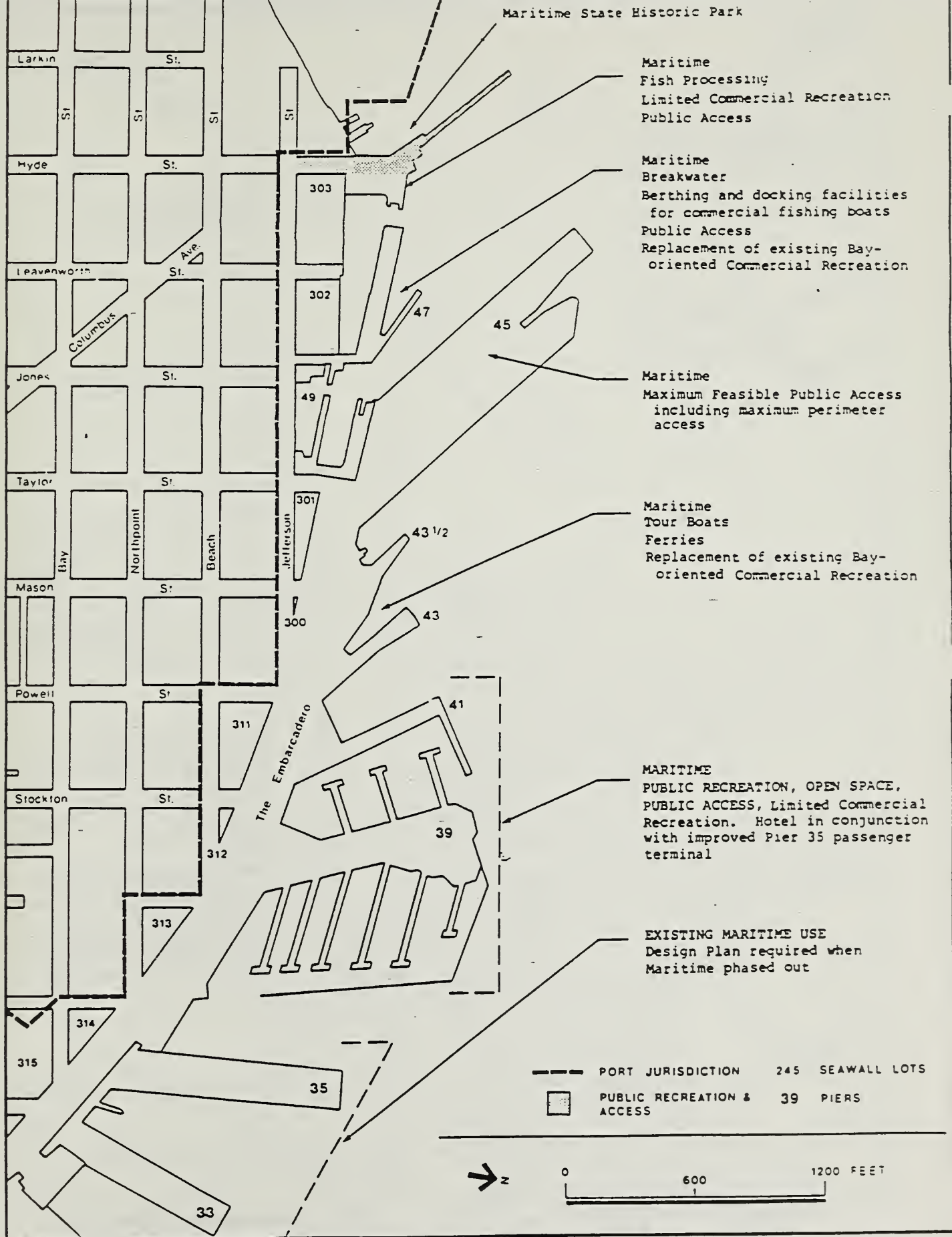
PLAN MAPS

SPECIAL AREA PLAN MAPS

The Special Area Plan Maps that follow are an integral part of the San Francisco Special Area Plan and graphically reflect the policies of the Plan.

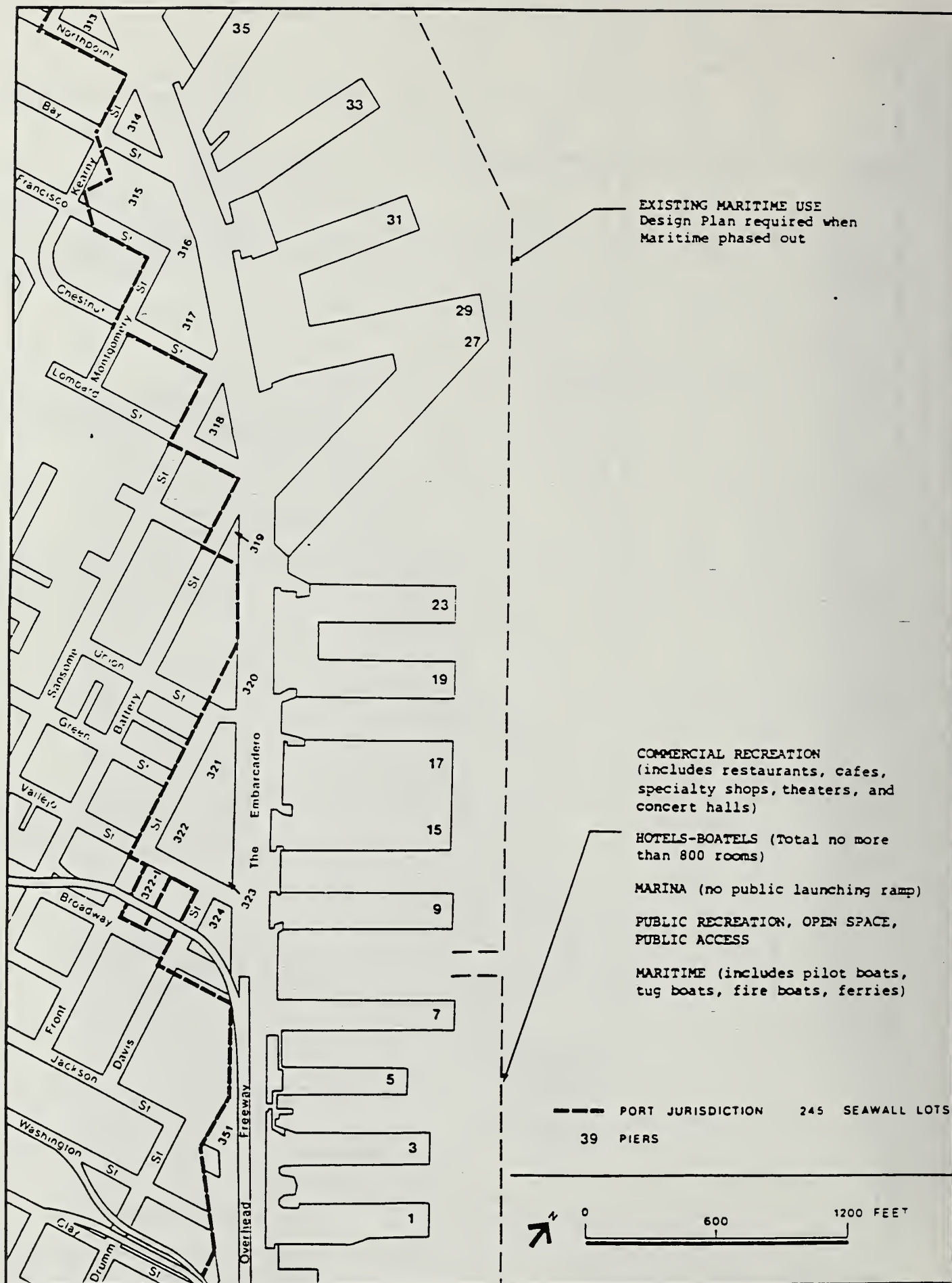


Key to SPECIAL AREA PLAN MAPS 1-9



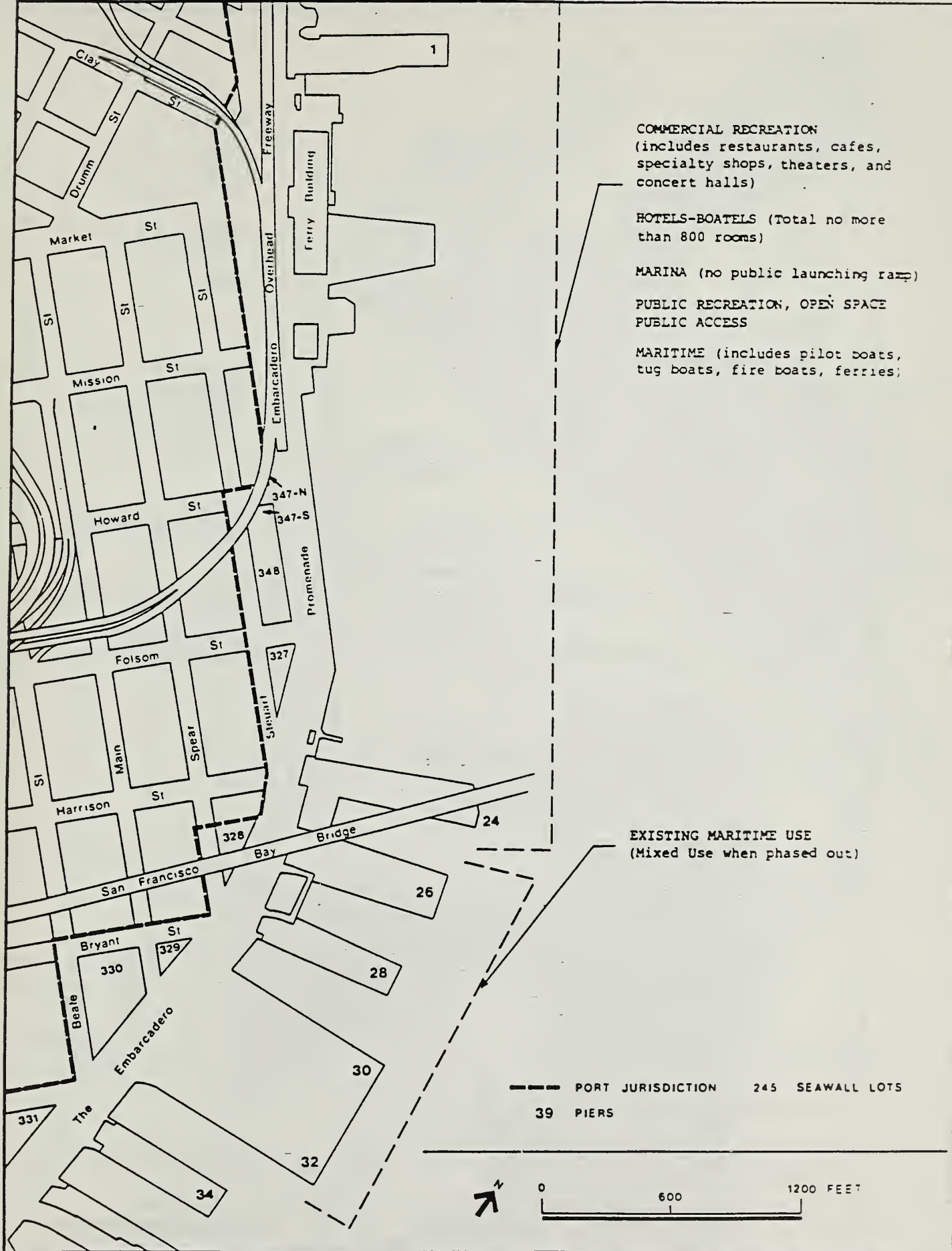
Note: Map for reference only. See relevant policies and recommendations.

SPECIAL AREA PLAN MAP 1



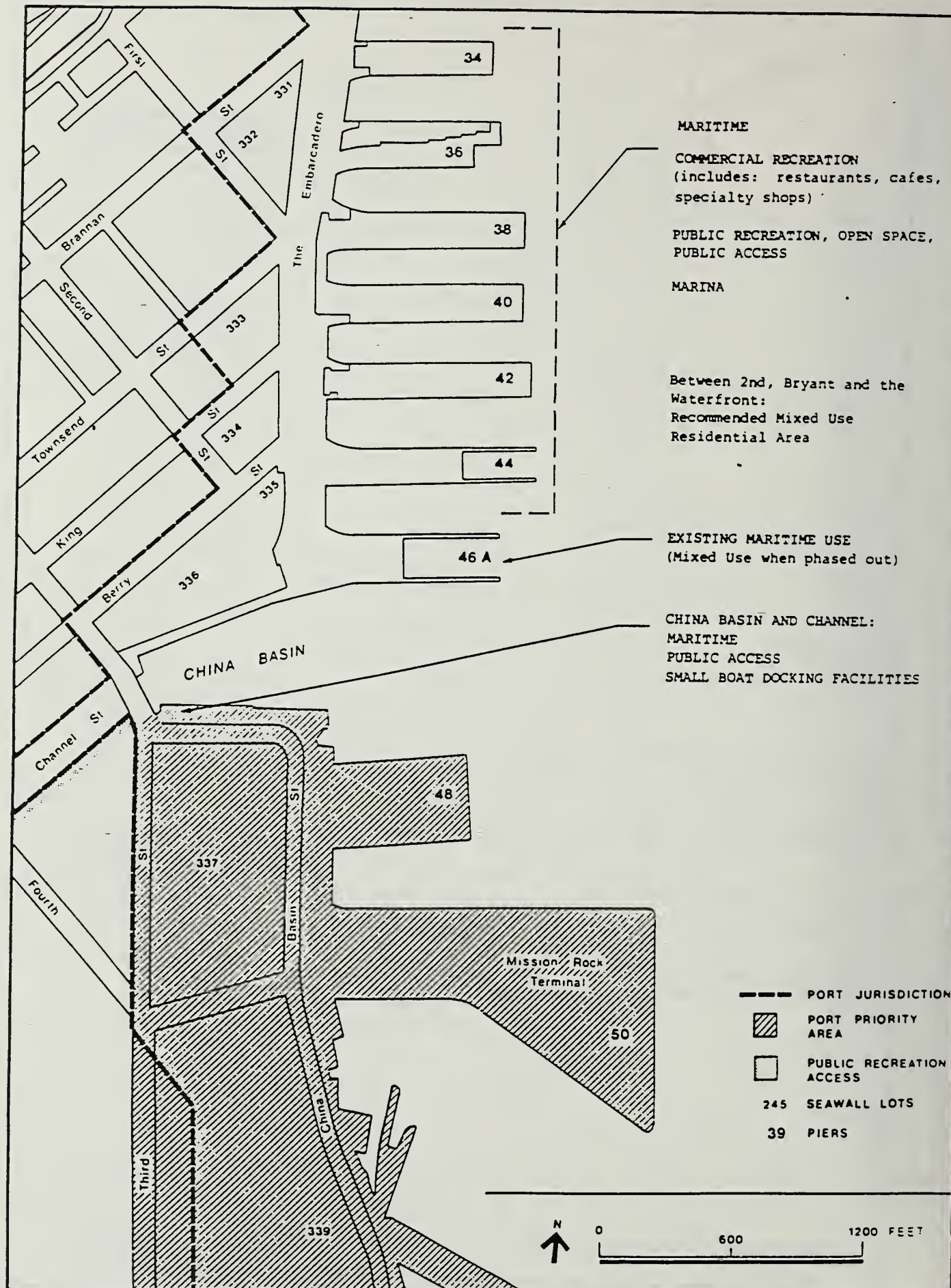
Note: Map for reference only. See relevant
policies and recommendations.

SPECIAL AREA PLAN MAP 2



Note: Map for reference only. See relevant policies and recommendations.

SPECIAL AREA PLAN MAP 3



MARITIME
 COMMERCIAL RECREATION
 (includes: restaurants, cafes,
 specialty shops)

PUBLIC RECREATION, OPEN SPACE,
 PUBLIC ACCESS

MARINA

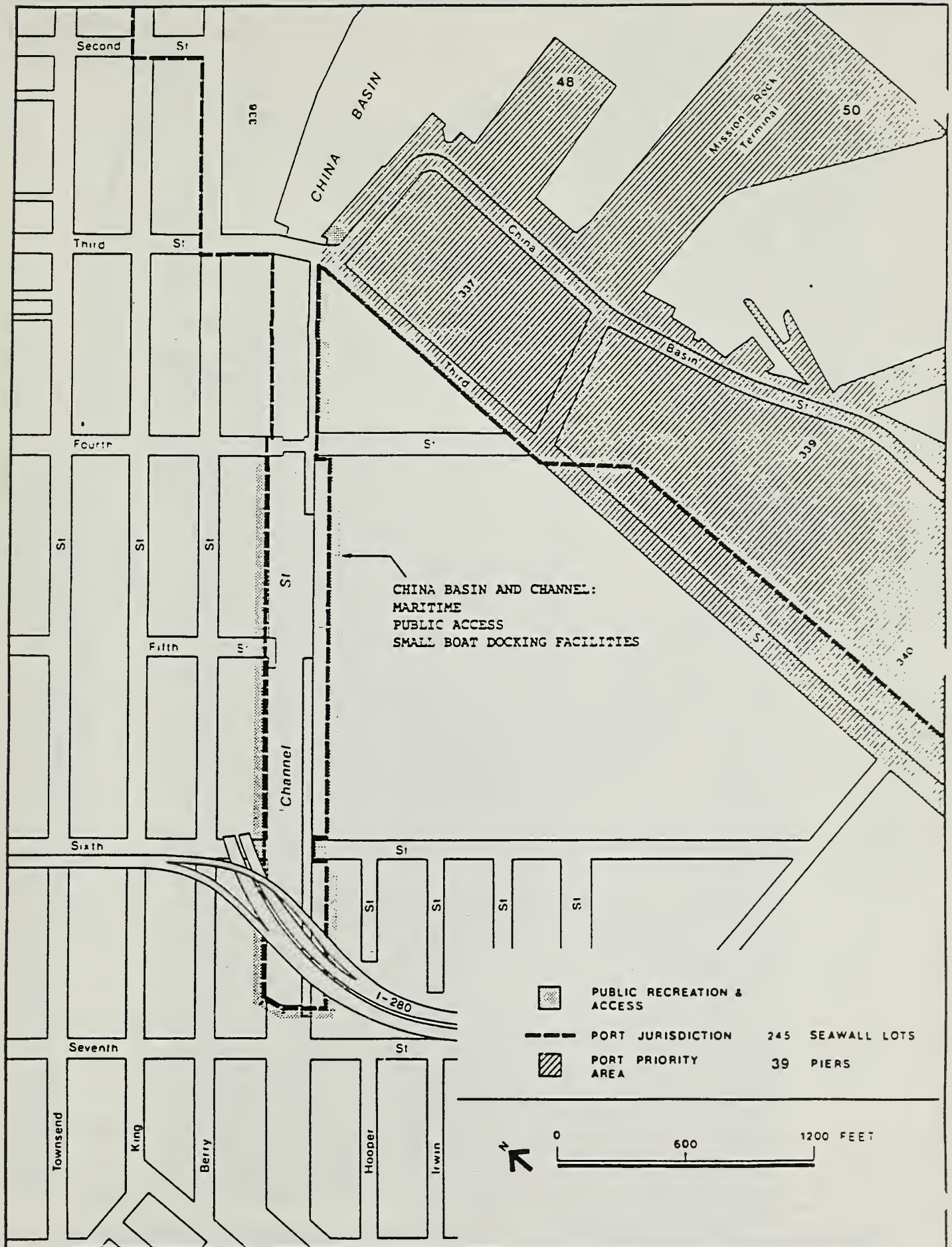
Between 2nd, Bryant and the
 Waterfront:
 Recommended Mixed Use
 Residential Area

EXISTING MARITIME USE
 (Mixed Use when phased out)

CHINA BASIN AND CHANNEL:
 MARITIME
 PUBLIC ACCESS
 SMALL BOAT DOCKING FACILITIES

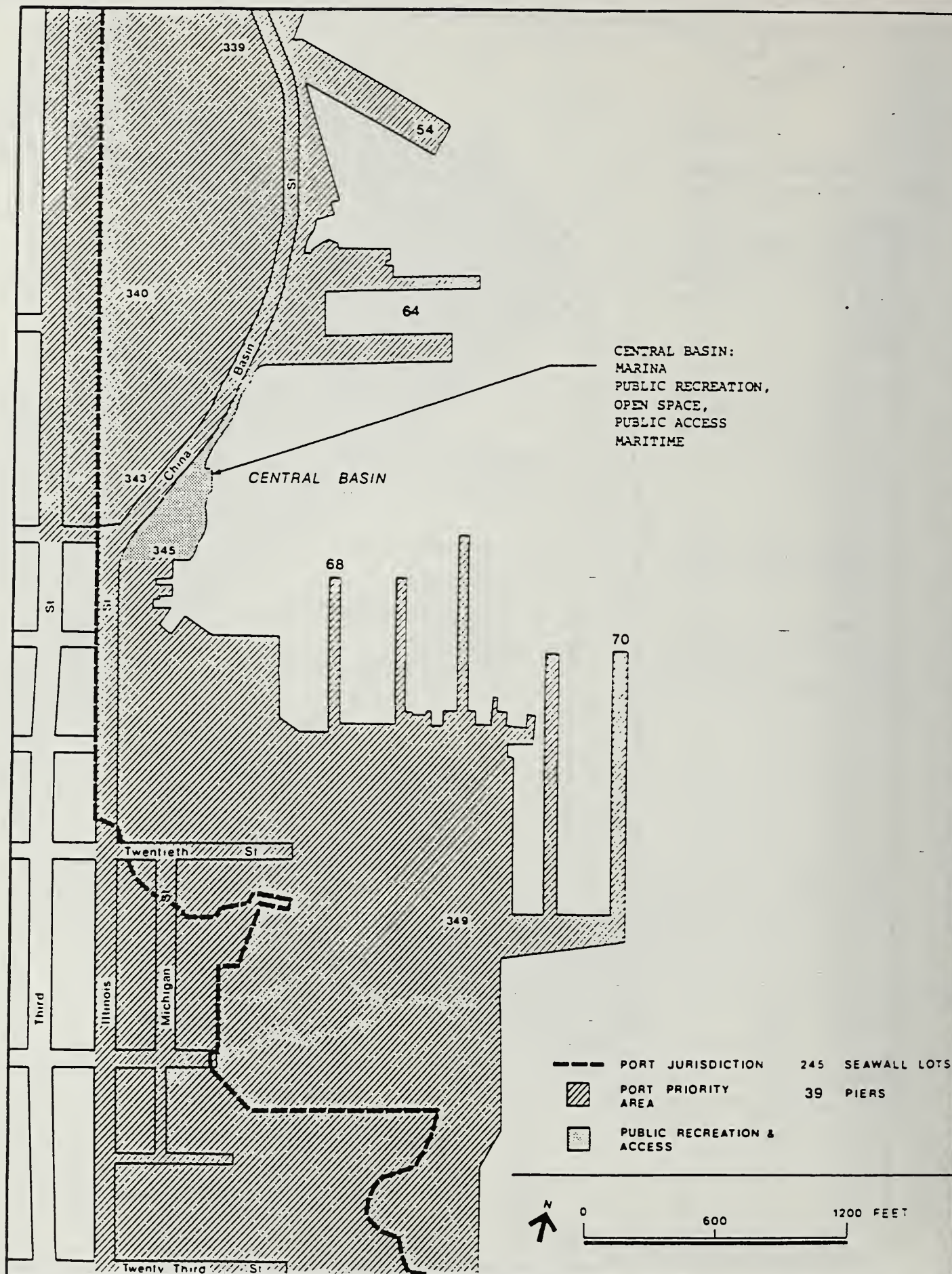
Note: Map for reference only. See relevant
 policies and recommendations.

SPECIAL AREA PLAN MAP



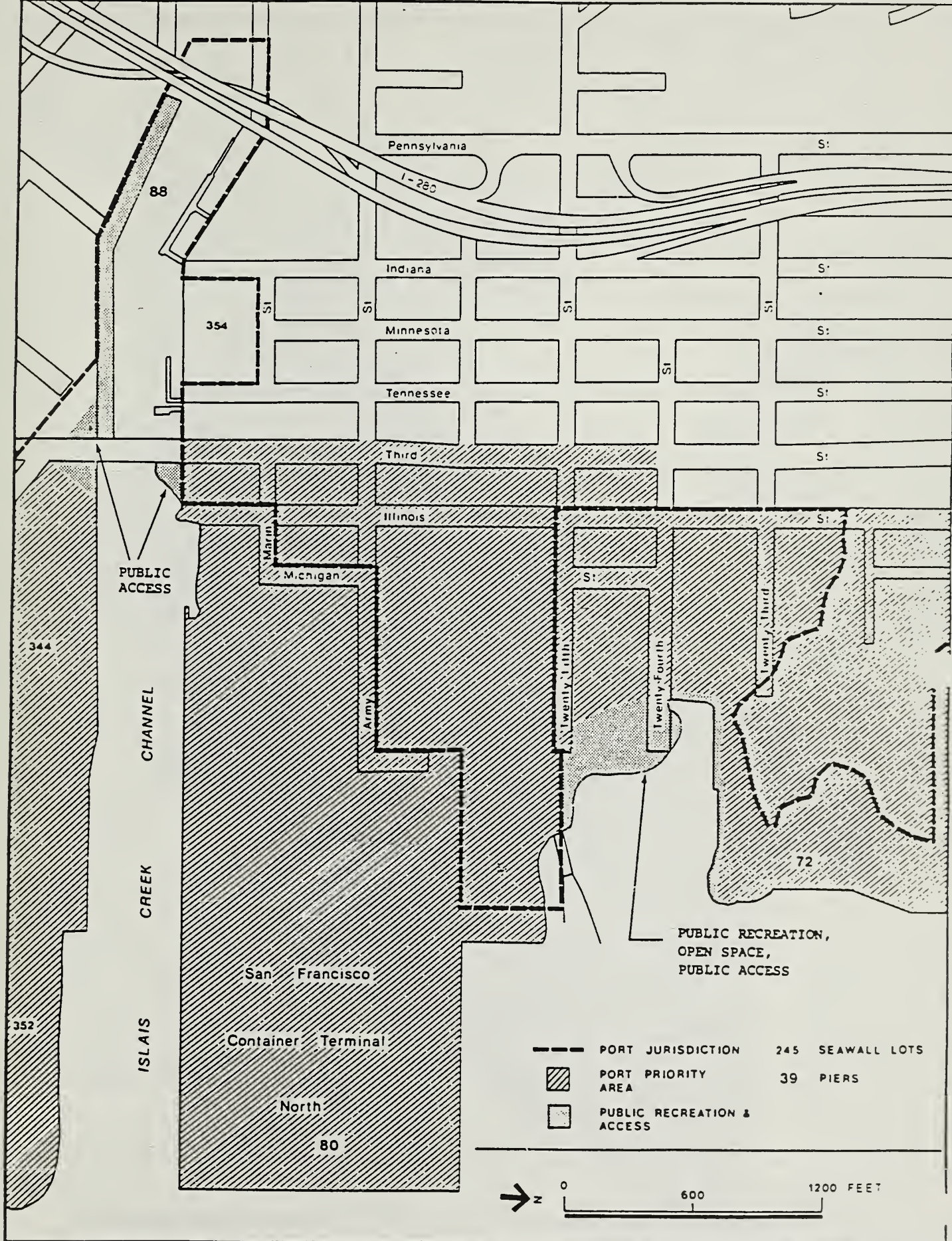
Note: Map for reference only. See relevant policies and recommendations.

SPECIAL AREA PLAN MAP 5



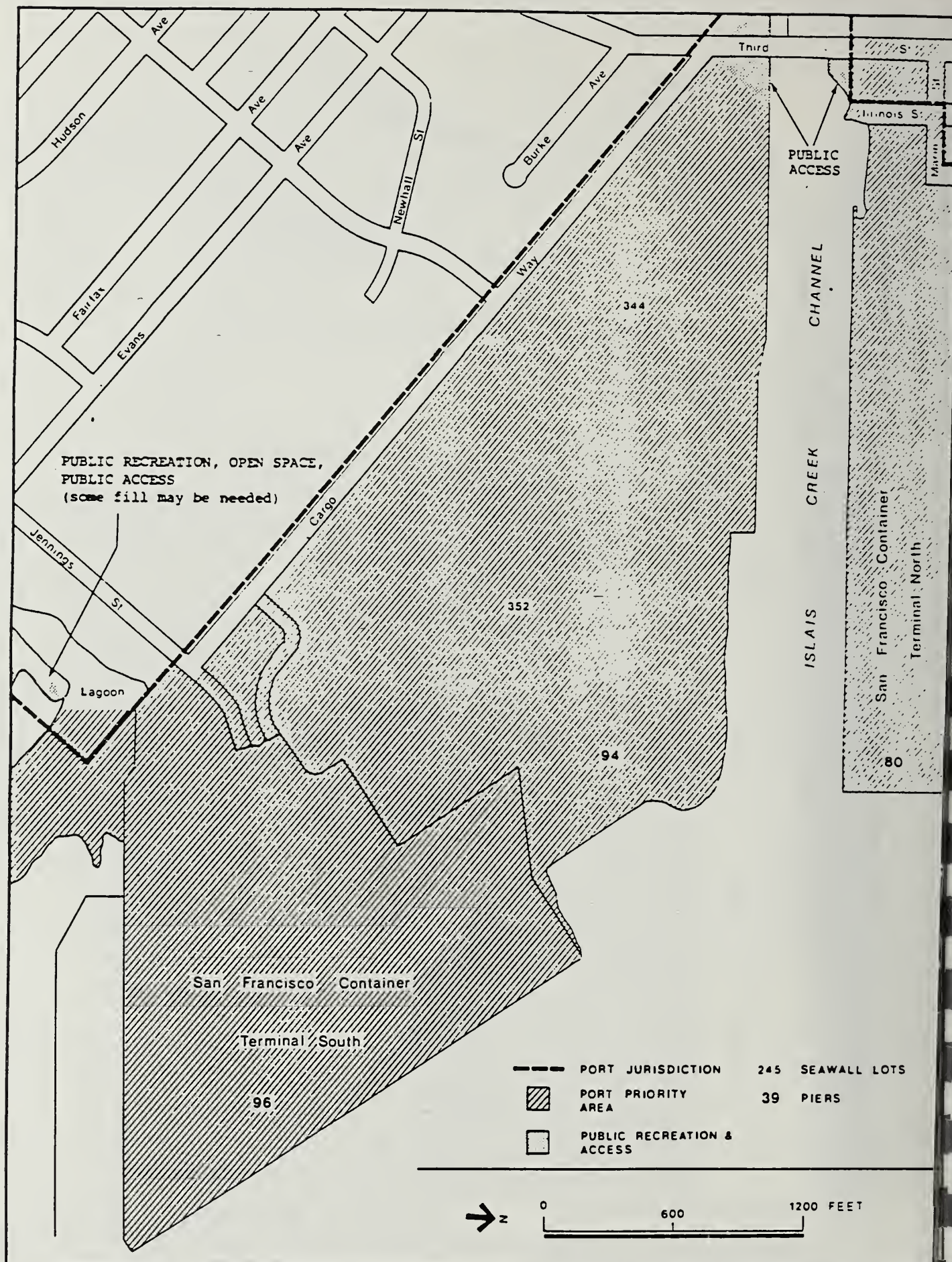
Note: Map for reference only. See relevant policies and recommendations.

SPECIAL AREA PLAN MAP 6



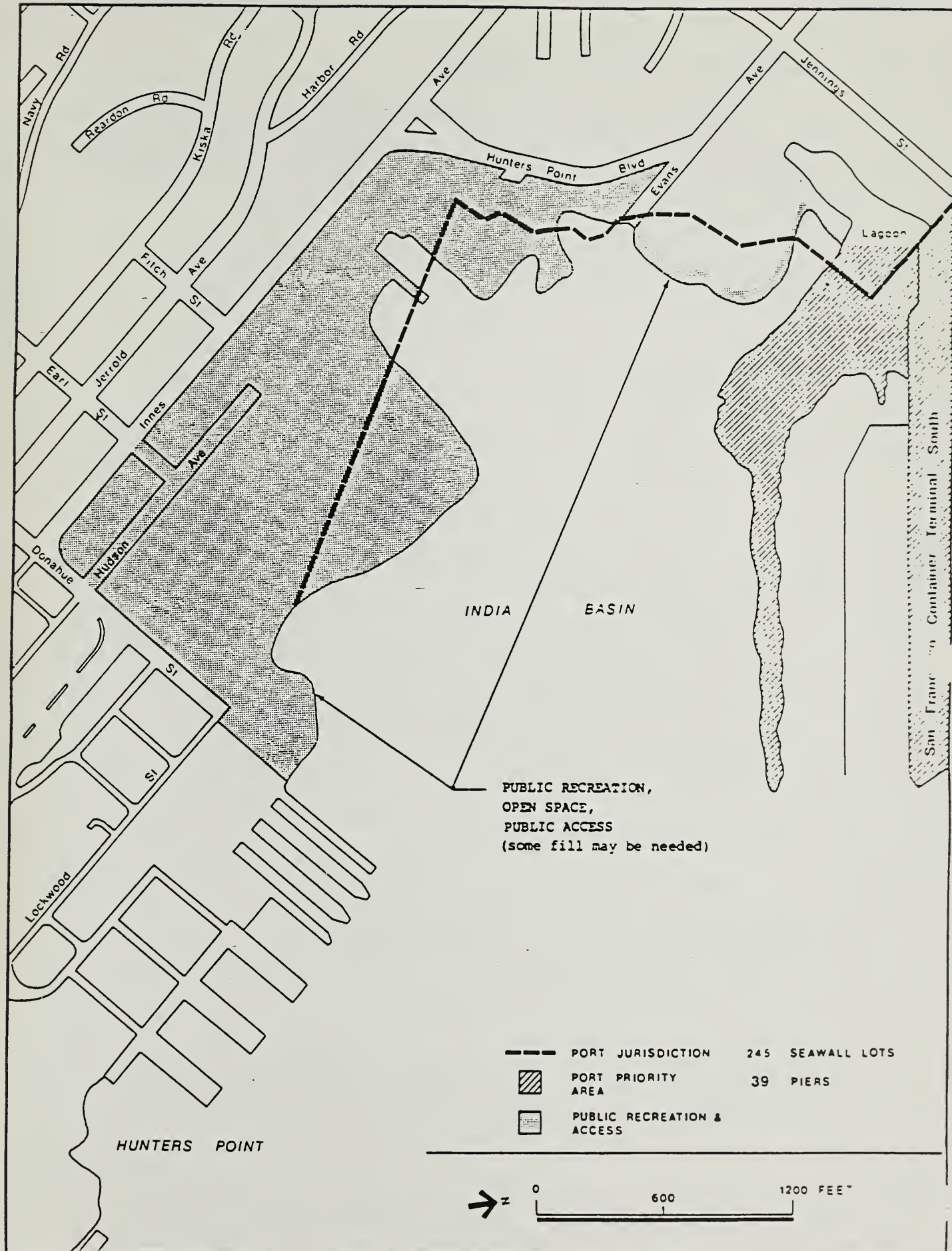
Note: Map for reference only. See relevant policies and recommendations.

SPECIAL AREA PLAN MAP 7



Note: Map for reference only. See relevant policies and recommendations.

SPECIAL AREA PLAN MAP 8



Note: Map for reference only. See relevant policies and recommendations.

SPECIAL AREA PLAN MAP 9

WATERFRONT ADVISORY COMMITTEE

The Waterfront Advisory Committee, appointed in April, 1973, submitted a recommended plan for the San Francisco waterfront to BCDC in December, 1974. This recommended plan formed the basis for the San Francisco Waterfront Special Area Plan.

WILLIAM EVERS. Chairman, BCDC

LEX BYERS, Greater San Francisco Chamber of Commerce

DIANNE FEINSTEIN, San Francisco Board of Supervisors, BCDC

RICHARD GOLDMAN, BCDC Citizens' Advisory Committee

TOBY ROSENBLATT, Alternate

JUDY SHELDON, Alternate,

RICHARD GRZYIEC, San Francisco Tomorrow

ANN FOLGELBERG, Alternate

ROBERT KATZ, Telegraph Hill Dwellers' Association

KAY KERR, Save San Francisco Bay Association

ESTHER GULICK, Alternate

ROBERT KIRKWOOD, San Francisco Planning and Urban Renewal Association

CYRIL MAGNIN, San Francisco Port Commission

JOHN WILLIAMS. San Francisco Port Commission

WALTER NEWMAN, San Francisco Planning Commission

ALLAN JACOBS, Alternate

GEORGE WILLIAMS, Alternate

BYRON NISHKIAN, Downtown Association of San Francisco

WILLIAM SARGEANT, Alternate

DON L. ROTAN, Marine Cooks and Stewards Union

ROBERT RUMSEY, San Francisco Redevelopment Agency

ART EVANS, San Francisco Redevelopment Agency

WILLIAM MASON, Alternate

DWIGHT STEELE, Sierra Club, Bay Chapter

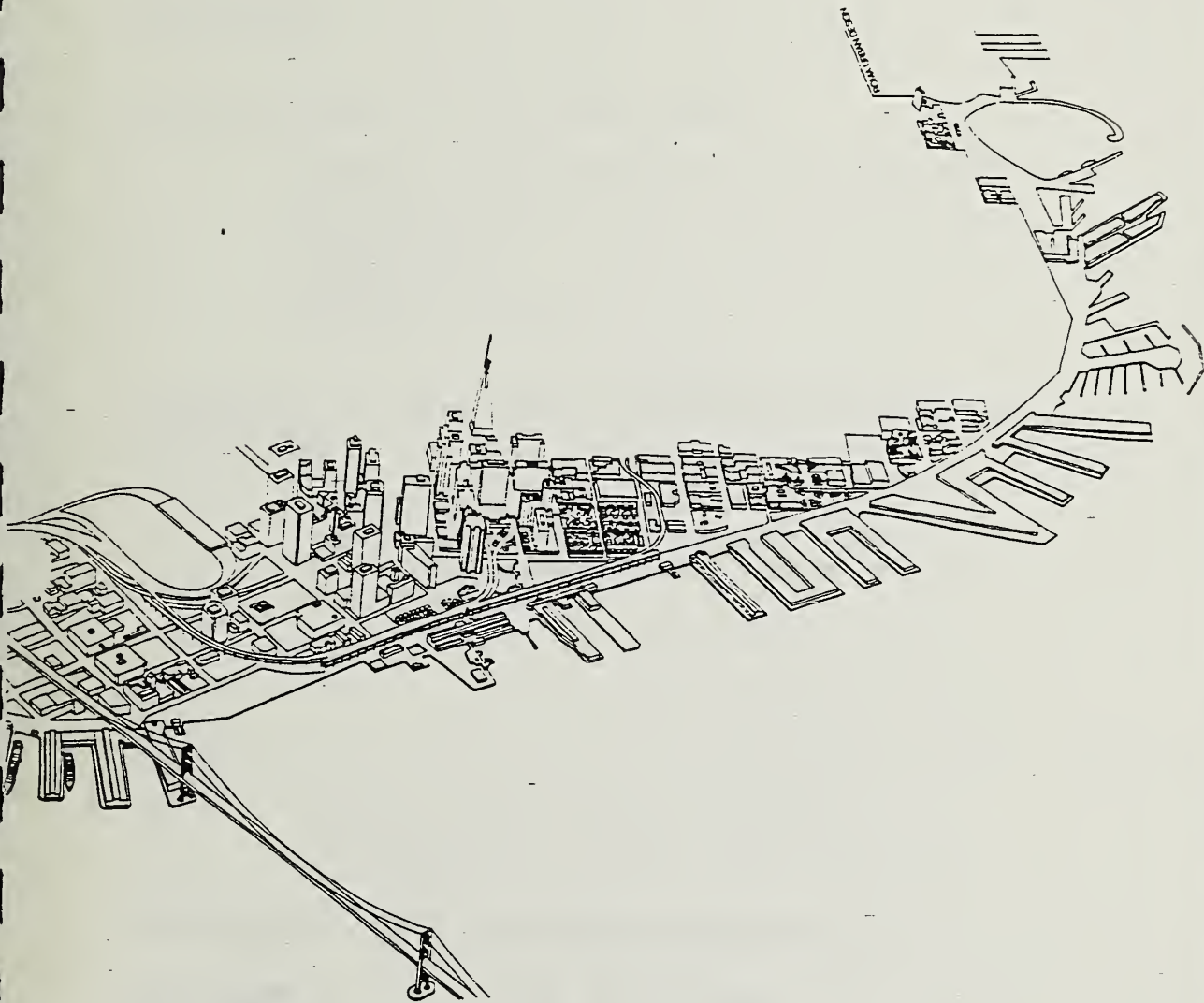
BECKY EVANS, Alternate

ELAINE SUNDAHL, Potrero Hill Residents' and Homeowners Association

PAUL SHERRILL, Potrero Hill Residents' and Homeowners Association

**D. San Francisco Waterfront
Piers 7 through 24, Total Design Plan,
Bay Conservation and
Development Commission**

San Francisco Bay Conservation and Development Commission



San Francisco Waterfront - Piers 7 through 24

Total Design Plan

San Francisco Bay Conservation and Development Commission

San Francisco Waterfront - Piers 7 through 24

Total Design Plan

*As amended through
May 15, 1986*

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INTRODUCTION

In 1975, the San Francisco Bay Conservation and Development Commission adopted the San Francisco Waterfront Special Area Plan as an amendment to the San Francisco Bay Plan. The Special Area Plan specified permissible uses along San Francisco's northern waterfront, and set policies and recommendations to guide future development in this area. The Special Area Plan recognized that Piers 7 through 24 (the Ferry Building area) needed more detailed planning to guide new development of the area, particularly uses of replaced piers. Therefore, the Special Area Plan provided that no replacement fill should be permitted in the area unless it was consistent with a "Total Design Plan" for the Piers 7 through 24 area.

As part of a study of the larger Northeastern Waterfront Survey Area, the Total Design Plan was prepared by a joint effort of the San Francisco Department of City Planning, the San Francisco Redevelopment Agency, the Port of San Francisco, and the Bay Commission. The Plan, which received citizens' review and comment from the Northeastern Waterfront Advisory Committee (NEWAC), was approved by the Port Commission on January 9, 1980, endorsed by the City Planning Commission on January 31, 1980, and adopted by the San Francisco Bay Conservation and Development Commission as an amendment to the San Francisco Bay Plan on June 5, 1980.

The San Francisco Waterfront Total Design Plan, which conforms to all relevant policies and recommendations of the San Francisco Special Area Plan, includes:

- the approximate configuration of piers and other fill;
- the approximate location, amount, and height and bulk of proposed uses;
- the location and design of parks, open space, public access areas, and view corridors;
- the amount of parking to be allowed for permitted uses; and
- the means by which public recreation, open space, and public access are to be provided and maintained.

The area covered by the Total Design Plan includes that portion of San Francisco Bay and shoreline within the Bay Commission's jurisdiction in the area of Piers 7 through 24, including the Ferry Building and the BART platform (see Figure 1, page 2 and Figure 3, page 12). The Total Design Plan is used by the Bay Commission in evaluating all proposed projects requiring a Commission permit in this area.

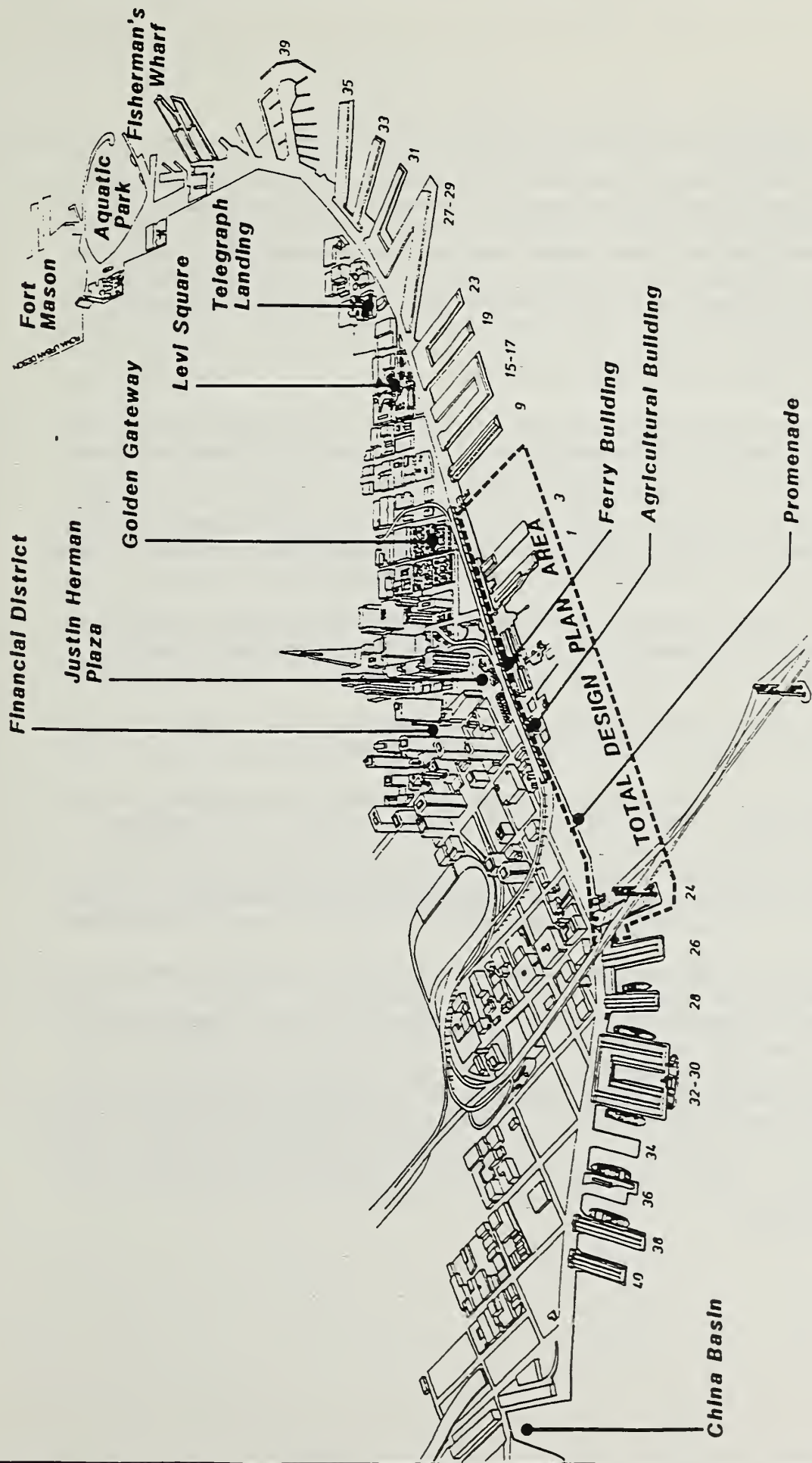


FIGURE 1
San Francisco Northeastern Waterfront
Vicinity Map

DESIGN GUIDELINES AND DEVELOPMENT PROGRAM

Detailed designs prepared for specific projects shall be in accord with these Guidelines and Program and subject to approval by the San Francisco City Planning Commission and Art Commission, the San Francisco Port Commission, and the San Francisco Bay Conservation and Development Commission. Detailed landscaping and materials plans and signs shall be approved by the San Francisco Department of City Planning prior to approval of any new non-maritime development in this area.

OPEN SPACE, PUBLIC RECREATION, AND PUBLIC ACCESS

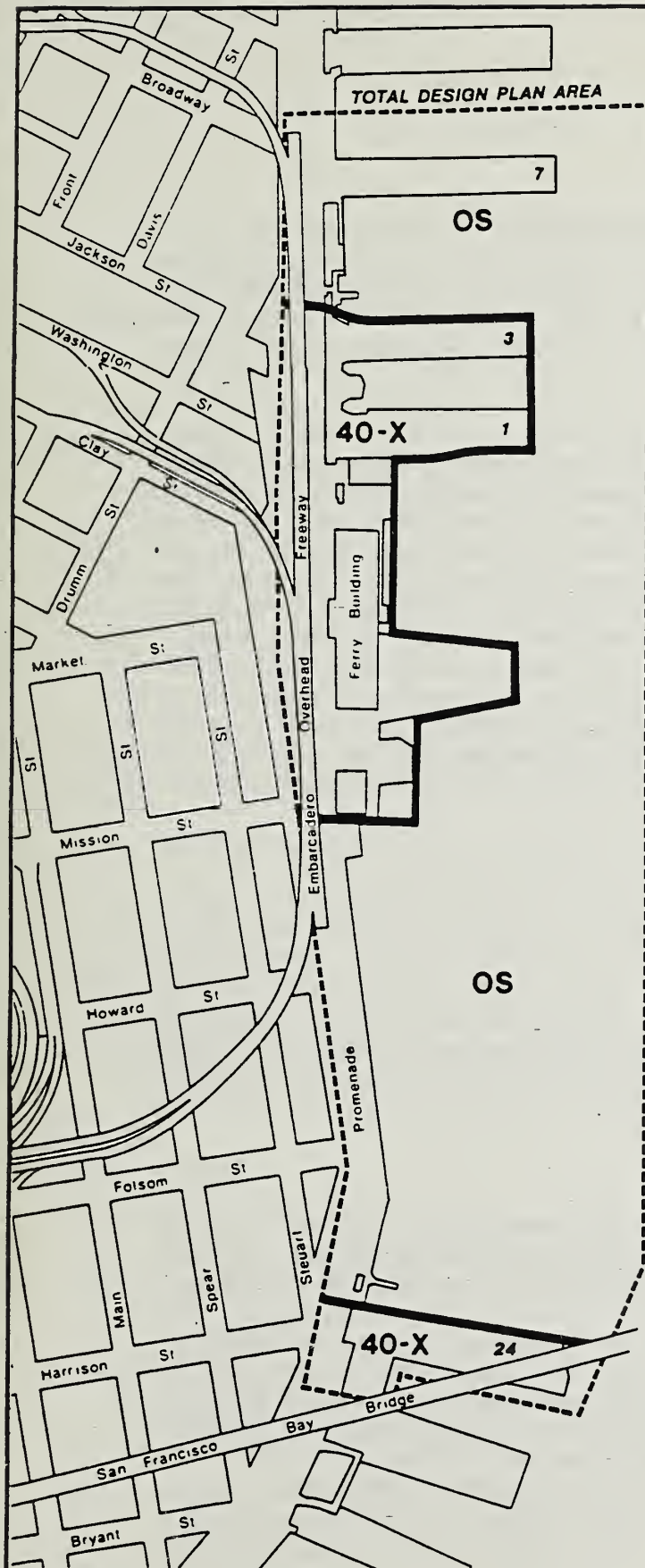
1. Maintain and enhance existing grade level view corridors to the Bay particularly from Broadway and Folsom Streets and create new view corridors at Pacific and Howard Streets.
2. Remove all or portions of dilapidated piers, bulkhead wharves, and bulkhead buildings which cannot be used in order to improve shoreline appearance, Bay views, and access to the Bay.
3. Remove exposed surface parking from over water and from under the Embarcadero Freeway and along the Embarcadero roadway to improve shoreline appearance and access to the Bay.
4. Design open spaces to maximize sun exposure, wind protection, noise buffering, and to create a sense of security.
5. Use the type of ornamental street lights presently employed along the Embarcadero. Use double fixture lights between Pier 1 and the Agriculture Building and single fixture lights elsewhere along promenades. Provide lighting sufficient for public safety, but avoid glare. Use same color, but lower intensity illumination, as that on Market Street. Paint light standards dark blue as on Market Street.
6. Design and locate a consistent set of street furniture, including such items as seating, trash cans, signs, and plaques, along the promenades and public open space piers. Describe the historical significance of the area and the natural resources of the Bay with signs and plaques.
7. Design and locate all landscaping so as to unify and provide continuity among the various areas of the waterfront. Plant a generally continuous row of street trees in the ground along the promenade between Piers 7 and 24. Select trees as part of the Embarcadero improvements from Bay to King Streets which will visually compliment the trees along the promenade.

8. Select and locate trees, shrubs, and ground covers to preserve, dramatize, and enhance Bay views for waterfront users. Plant materials should have demonstrated capacity to remain viable, with minimum maintenance under such conditions as frequent high wind speeds, high atmospheric salt content, a high salt water table, and sub-surface fill material with varying drainage capacities. Use the document prepared by the Department of City Planning "Street Tree Planting Plan for the Northern Waterfront," October 1973, as a guide to selecting appropriate plant materials. Plant trees of at least two inches in diameter and 15 feet in height.
9. On non-maritime piers with sheds, provide continuous peripheral pedestrian public accessways of at least 15 feet in width for walking, viewing, and fishing--wider where existing structures permit--thereby creating a variety of usable open spaces along the edge of the piers. Provide benches and street furniture. Prohibit use of access areas for valet parking, auto drop-off, service vehicles, or trash storage, but allow emergency vehicle access.
10. Provide continuous public pedestrian access to the Bay on the east side of the Ferry Building that is separate from any service vehicle access to the building.
11. Provide a variety of treatments where appropriate along the water's edge, including steps and sloped surfaces.
12. Pier railings should minimize obstruction of Bay views and reduce maintenance.
13. Cover pier decks and public access areas with wood planking to the extent feasible to provide an attractive maritime character and a reasonably inexpensive material for pedestrian movement.
14. Permit fishing along public access areas on piers and promenades.
15. Provide adequate and accessible restroom facilities along the waterfront.
16. Design and locate facilities for safe and convenient ingress and egress from the Bay to the shoreline for swimmers, such as ladders, small floating docks, or other structures that do not interfere with maritime use.

BUILDING DESIGN

1. Restrict development to the height and bulk districts shown on Figure 2, page 5.
2. Locate buildings to minimize shadows and wind on public open spaces.
3. Prohibit the use of reflective glass. Use flat glass skylights and discourage the use of dark tinted glass in highly visible areas.
4. Prohibit general advertising or commercial signs in any public spaces or attached to any buildings. Allow only attractively designed identification, directional, regulatory, or informational signs. Permit illuminated signs but prohibit flashing or animated signs.
5. Employ a uniform system of attractively designed public signs that conform to strict criteria for size, scale, style, and color as part of the Embarcadero roadway improvements from Bay to King Streets and as part of the promenades from Pier 7 through Pier 1 and from the Agriculture Building to Pier 24. Design these signs in keeping with the concept of the Embarcadero as a scenic waterfront boulevard rather than as a high-speed arterial roadway. Coordinate signs with those to be used in the Ferry Building complex.
6. Do not locate mechanical equipment, pipes, ducts, or antennas on roof surfaces. Avoid shiny or highly polished materials on roof surfaces and facades.
7. Enclose all servicing facilities within structures so as to be shielded from public view. Store all waste within structures and completely screen from public view. Prohibit exterior storage of a temporary or permanent nature.
8. Preserve the bulkhead buildings on Piers 1, 1-1/2, 3, and 24 and their bulkhead arches.
9. Moor office-oriented historic ships at Pier 3, and commercial recreation-oriented ships at Pier 24. Base these mooring locations on concerns for visibility from the Embarcadero and inland areas, the maintenance of Bay views from uses on adjacent piers, the ability to provide visitor drop-off and service access, and the availability for nearby enclosed parking for onboard commercial recreation uses.

Assure that historic ships moored in the area meet the following criteria for approving the restoration of the ships: high quality of rehabilitation, historical accuracy, appropriate scale, silhouette quality, detail quality, color scheme, and guarantee of continued maintenance. Use night lighting on ships to accent surroundings but not to overpower or commercialize the waterfront.



Bulk Limits

OS: Open Space

X: No Bulk Limits

(Numbers Designate Maximum
Vertical Dimension In Feet)

3: Piers

SOURCE: Department of City Planning, 1980

FIGURE 2
Proposed Height
& Bulk Districts

SITE SPECIFIC GUIDELINES AND DEVELOPMENT PROGRAM

[NOTE: The size of certain piers and buildings is derived from prints of Port base maps which may not be completely accurate. Their true size as determined by field examinations shall govern rather than the estimates shown below.]

1. Pier 7

Use either Pier 7 or Pier 3 for permanent public open space. The approximate magnitude of the open space should be that of the existing pier. Remove parking from Pier 7 when current lease expires. Retain portions of pier for walkable, usable open space and fishing for as long as structurally feasible, then remove pier. If Pier 3 is developed for offices or proposed to be developed, rebuild Pier 7 for open space, public recreation, and public access for users of all age groups. Until Pier 7 is rebuilt for open space/recreation purposes, develop Pier 3 as temporary open space. Encourage fishing and provide a sheltered area for wind protection and appropriate landscaping. Use wood planking on decks where feasible and illuminate for nighttime use. Prohibit parking on the pier and allow emergency access. Provide approximately two acres of open space on Pier 7.

2. Pier 5

Remove deteriorated Pier 5, and replace it with a small pier for public access and egress from the Klamath. Permit permanent berthing of the Klamath at the bulkhead. Remove the northerly portion (approximately 75 feet) of the bulkhead building and rehabilitate the remaining portion. Provide views of the water from the Embarcadero through the building by opening the central archway. Provide a pedestrian walkway on the Bay side of the building.

3. Pier 3

If Pier 3 is the open space pier instead of Pier 7, then design the Pier 3 open space according to the guidelines shown above for Pier 7 and provide 16,000 to 32,000 square feet of community facilities.

After Pier 7 is rebuilt and developed for open space, construct a two-story shed-like structure up to 120,000 square feet on Pier 3 for office community facility use, with windows and skylights that are in keeping with the simple lines, scale, and design of surrounding pier sheds. Avoid small connected buildings in the design of the new structure. Slope roof surfaces as on existing pier sheds.

Encourage construction of a two-story atrium to function as a common area in the center of the shed with two floors of offices on either side with skylights over the atrium. Encourage the use of exposed metal or wood trusses to the extent feasible.

Provide no less than 22,000 square feet of continuous peripheral public access areas covered with wood planking around the water sides of the pier. Create a plaza of approximately one-half acre (no less than 22,000 square feet) open to Bay views at the eastern end of the pier linked to the public access areas. Include provisions for public fishing, benches, and wind protection. Use wood planking over the deck and light the plaza for nighttime activities. Permit a pedestrian walkway connecting Piers 3 and 1 for public access, fishing, and safety. Remove the northerly portion (approximately 50 feet) of the bulkhead building and rehabilitate the remaining portion of the building. Permit an extension of the bulkhead building onto the pier, providing a pedestrian walkway around it. Remove all obstructions between the Pier 5 bulkhead building and the modified Pier 3 bulkhead and develop the approximately 100-foot opening between the buildings as a small public plaza with seating and landscaping.

Moor permanently up to two historic ships on the north side of Pier 3. Provide maximum feasible public access on outside open decks to afford views of the Bay, waterfront, City skyline, and the adjacent piers.

4. Pier 1-1/2

Rehabilitate the bulkhead building and restore to its historical appearance for use as a museum and/or offices. Maintain the existing openings on either side of the Pier 1-1/2 entry and between the bulkhead building and shed and allow public circulation through these spaces.

5. Pier 1

Remove parking from the north apron. Provide no less than 26,000 square feet of continuous peripheral public access around the water sides of the pier shed. Retain and rehabilitate the existing shed. Permit short-term parking of up to 400 spaces or up to 145,000 square feet (whichever is less) to serve the Ferry Building inside the shed as an interim use until inland sites become available within reasonable walking distance of the Ferry Building. Allow a second deck within the shed for interim parking provided it is easily convertible to office use.

On an interim basis, permit up to 15,000 square feet of office/commercial recreation uses. Permit on a long-term basis up to 160,000 square feet of office use, including up to 15,000 square feet of

commercial/recreation and/or community facilities to integrate Pier 1 into the overall Ferry Building development, rather than isolate it as a parking structure.

6. Promenade: Pier 7 to Pier 1

Develop an approximately 50,000 square foot promenade from Pier 7 to Pier 1. Design the promenade to be a simple, elegant statement of movement along the water's edge and make it appear to be an extension of the promenade to the south of the Ferry Building. Maintain visual continuity along the water and create a variety of water/edge experiences. Landscape the promenade and, where it will not block view corridors, use a double row of large trees to define activities, frame views, and buffer winds. Provide appropriate street furniture including wind protected seating areas and pedestrian scale lighting.

7. Ferry Building

Restore and reuse the Ferry Building and develop open spaces adjacent to the Ferry Building in general accord with the "Design Guidelines for the Restoration and Adaptive Reuse of the Ferry Building," dated July 1978.

Reuse the Ferry Building as follows: predominantly commercial recreation (shops and restaurants) on the ground floor, predominantly offices on the second floor, and predominantly offices and the existing restaurant on the third floor.

Replace dilapidated portions of, and allow a limited extension to the bulkhead wharf between Pier 1 and the Ferry Building. Remove existing structures to create a plaza. Permit the extension of a glass arcade linking the Ferry Building with Pier 1 to provide pedestrian shelter, provided it does not block ground level views of the Bay.

Create a plaza for passive recreation use in front of the Ferry Building between Pier 1 and the Agriculture Building by the removal of parking and the reduction in width to two northbound lanes of the Embarcadero roadway. Design the plaza to create a visual setting for the Ferry Building and a symbolic terminus to Market Street. If found to be feasible after further analysis, extend the California Street cable car down Market Street to the plaza and create a MUNI bus stop just south of the east-west axis of the plaza along the Embarcadero. Use street furniture that provides weather protection and install additional ornamental double light fixtures like those presently used along the Embarcadero.

Improve pedestrian access through the Ferry Building between the Golden Gate Ferry Terminal and the Embarcadero. Create a continuous walkway along the eastern side the Ferry Building that is separated from service vehicle access. If feasible, provide a connection between the existing elevated walkway of the Golden Gate Ferry Terminal and the Ferry Building.

Allow on the BART Platform, immediately east of and related to the Ferry Building, minor amounts of outdoor commercial uses which are consistent with the use of the platform as open space, such as a cafe, outdoor dining, and flower vendors. Retain the existing ferry terminal, restaurant, and plaza.

Develop an approximately 30,000 square foot public plaza on the north side of the Ferry Building and an approximately 4,000 to 6,000 square foot public access arcade linking the Ferry Building to Pier 1.

8. Agriculture Building

Restore and reuse the Agriculture Building for office use, approximately 12,000 to 15,000 square feet, and possibly a visitor center of approximately 2,000 square feet. Remove, if feasible, the 1918 addition to the building and reuse the original 1915 structure. Create an approximately 50,000 square foot public plaza behind the building. Remove the parking on the platform adjacent to the existing restaurant and allow a limited amount of open air commercial recreational uses which are incidental to and compatible with the open space character of the plaza. Use wood planking, if feasible, over the deck and illuminate the plaza for nighttime activities. Retain the existing restaurant.

9. Promenade: Agriculture Building to Pier 24

Develop a promenade between the Agriculture Building and Pier 24. Maintain visual continuity along the water and create a variety of water/edge experiences. Landscape the promenade and, where it will not block view corridors, plant a double row of large trees to define activities, frame views, and buffer winds. Provide appropriate street furniture to include wind protected seating areas and pedestrian scale lighting.

Reroute the Embarcadero roadway onto Stewart Street between Howard and Harrison Streets. In the strip vacated by the Embarcadero and within the Bay Commission's 100-foot shoreline band jurisdiction, develop open space. Provide a range of recreational equipment including a play structure, a tot lot, benches, game tables under shelter, and restrooms.

Maintain open water where dilapidated piers have been removed as a visual relief to the intensely developed downtown. Provide a buoy system for mooring approximately 50 transient recreational boats at minimal cost and include a boat shuttle service.

Preserve and restore, and if no longer needed in its current use, reuse the Fire House at Pier 22-1/2.

10. Pier 24

Provide continuous perimeter pedestrian access of not less than 20,000 square feet around the water-sides of the pier. Provide a direct connection from the promenade to the north apron and continue design details from the promenade onto the apron. Develop no less than 20,000 square feet of open deck at the pier's eastern end at the Bay Bridge pylon for fishing. Install trash cans, benches, and lighting.

Allow the development of a limited amount of restaurants. Permit use of the 70,000 square foot shed for some unique commercial recreation, some community facility, and/or public assembly and/or maritime uses, but exclude specialty retail, hotel, and boatel uses. A restaurant and bar may occupy up to 10,000 square feet of space. Orient this development toward local residents rather than tourists. Moor up to two commercial recreation-oriented historic ships on the pier's north side provided no such ships remain moored at Pier 3 (see program for Pier 3 above). Permit in the shed the minimum short-term parking necessary to serve uses at the pier, up to 175 spaces or 50,000 square feet, until inland parking sites are available.

Within the existing 30,000 square foot bulkhead building between Piers 24 and 26 allow up to 30,000 square feet of office use and a restaurant of up to 5,000 square feet.

TRANSPORTATION

The Total Design Plan area is already well served by transit. The Ferry Building is the terminus for the Larkspur, Sausalito, and Tiburon ferries. The Embarcadero MUNI-Metro and BART subway stations are near the foot of Market Street. The turnaround for the numerous MUNI Market and Mission Street surface lines is at Mission and the Embarcadero. The MUNI Embarcadero bus lines serve the waterfront and the California Street cable car terminates at Market Street.

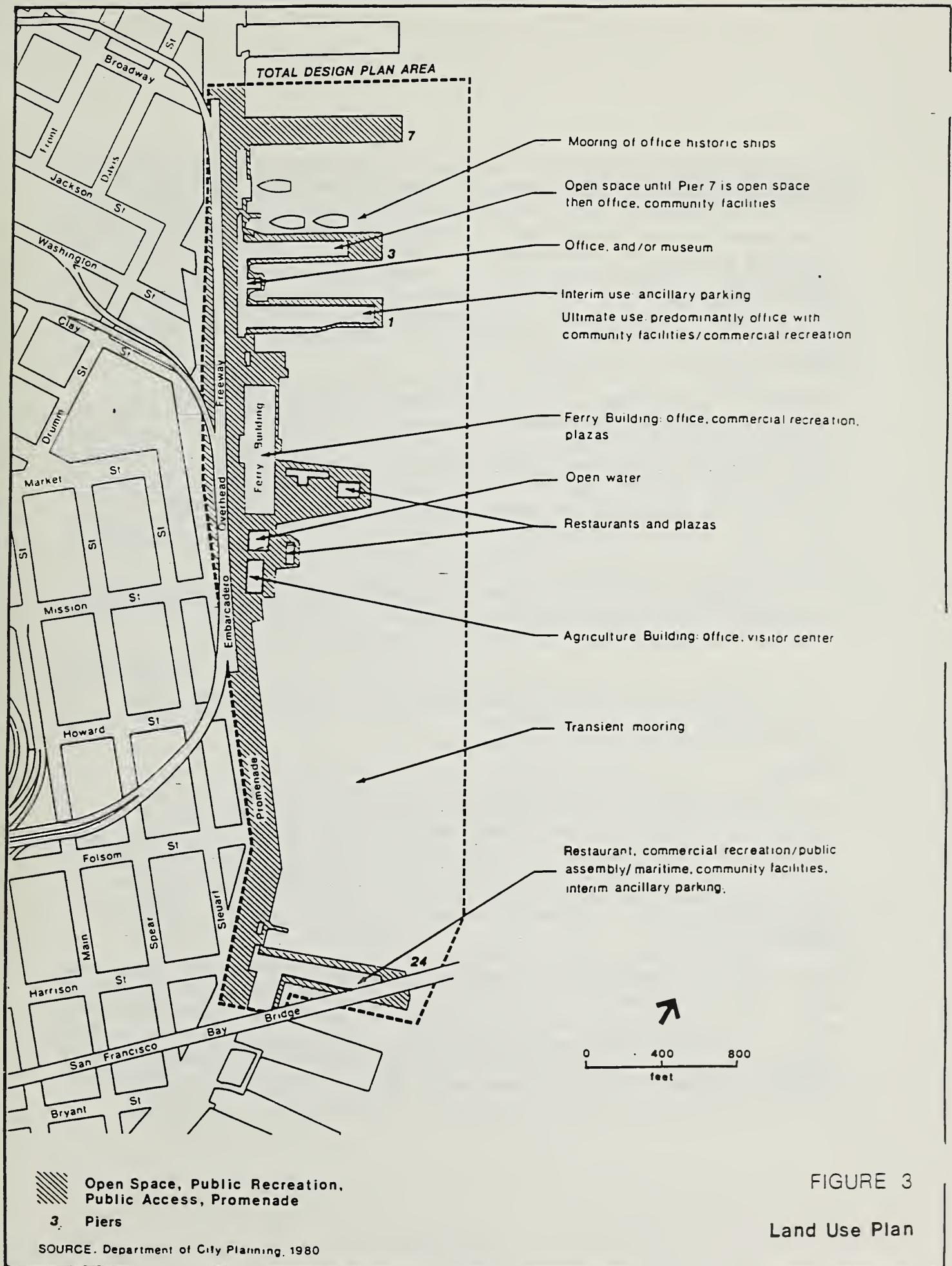


FIGURE 3

Land Use Plan

Between Bay and King Streets improvements are to be made to the surface of the Embarcadero to reduce its width to four traffic lanes with left turn bays, and an exclusive two-track rail transit way to also serve freight movements, truck access areas for the maritime piers, landscaping, lighting, jogging paths, and pedestrian areas. The roadway will be rerouted inland onto Steuart Street between Howard and Harrison Streets to reduce the impact on the waterfront and create a major park. It will connect onto King Street on the south instead of Berry Street to better serve transit and freight. Where the roadway is to be narrowed in front of the Ferry Building it is proposed that the sidewalks be widened to create a major plaza.

Consistent with policies to reduce auto traffic and parking demand, a waterfront streetcar, the "E" - Embarcadero Line, should be constructed as soon as possible along the Embarcadero using the existing right-of-way between Fort Mason and the Southern Pacific Depot. Intercept parking areas should be built for the transit under the stub end of I-280. The MUNI is studying the feasibility of extending the Market Street MUNI-Metro subway under Steuart Street which would surface south of Mission Street and continue along the Embarcadero sharing tracks with the "E" Line to the Southern Pacific Depot.

City agencies are studying the feasibility of completely removing the Embarcadero Freeway from I-80 to Broadway and extending certain MUNI lines, including the California Street cable car, to the Ferry Building.

If the freeway is not removed in the near future, landscaping, acoustical, and visual treatments for improving the appearance and reducing the impact of the elevated structure are recommended.

PARKING

The parking plan for the Total Design Plan area was developed with the planning for the Northeastern Waterfront Survey and was based on Bay Commission and City policies. These policies call for the eliminating of long-term (all day) parking and parking over water generated by downtown offices that could be accommodated by public transit and providing new short-term (less than four hours) parking to serve public and commercial recreation uses.

There exist approximately 1,070 parking spaces within the Total Design Plan area. All are exposed surface spaces except 200 enclosed within the Pier 1 shed. To improve views, shoreline appearance, and public access to the Bay, almost all surface parking is to be removed. This includes over-water parking located at Pier 7, around the Ferry Building, and east of the Agriculture Building. Surface parking is also to be removed from under the Embarcadero

Freeway and along the Embarcadero roadway. The removal of exposed over-water spaces will total about 500. There are approximately 450 additional surface parking spaces immediately inland of and contiguous to the Total Design Plan area which are also to be removed.

The San Francisco Waterfront Special Area Plan allows parking on existing piers necessary for permitted uses only if no upland location is feasible, the parking is within a structure, and is the minimum possible. Pier 1 currently has 230 spaces leased by the Port on a monthly basis, of which 30 are on the north apron and 200 in the shed. Because no inland sites are yet available, Pier 1 is proposed to be interim short-term parking within its shed to serve the Ferry Building complex. Parking fees would be structured to encourage turnover. The parking on the apron will be removed for public access. A second deck for parking may be built in the shed only if it is constructed to be easily converted to office use at a future time. All parking on Pier 1 will be removed when the pier changes to office use or when inland parking sites become available within reasonable walking distance of the Ferry Building.

A limited amount of short-term parking, up to 175 spaces, is proposed as an interim use inside the Pier 24 shed to serve new uses at the pier until inland parking sites are available. No parking will be permitted on Pier 3.

SHORELINE AND PIERS

1. Piers Being Removed

With the assistance of a grant from Economic Development Administration of the U. S. Department of Commerce, five dilapidated piers and their bulkhead wharves between the Ferry Building and the Bay Bridge are being removed. Piers 14, 18, 20, and 22 have already been removed and Pier 16 is being removed. This removal totals about 12 acres.

2. Piers to Be Removed

Because of their advanced deterioration, Pier 5, its bulkhead wharf, and a portion of the bulkhead wharf between Pier 1 and the Ferry Building are to be removed. This removal totals about 3 acres. Pier 7, which is about 2.5 acres, will be retained as an open space and fishing pier as long as it is safe to do so, then it will be removed.

3. Piers and Other Pile-Supported Structures To Be Retained

Piers 3, 1-1/2, and 1, because of their relatively sound condition, are scheduled to be retained. Depending on its condition, Pier 24 may be

retained as is or may be substantially rebuilt. Other pile-supported structures to be retained are the Ferry Building, the BART Platform, the platform supporting the eastern portion of the main structure of the Agriculture Building, and the platform supporting the bulkhead building between Piers 24 and 26.

4. Minor Fill

- a. Minor fill to improve shoreline appearance and to improve public access is permitted in the following locations:
 - (1) A pedestrian connection between Piers 3 and 1 for public access and safety, not to exceed 0.2 acre;
 - (2) Replacement of part or all of the bulkhead wharf between Pier 1 and the Ferry Building for a public plaza, not to exceed one acre;
 - (3) A public access and service area along the east side of the Ferry Building; not to exceed 0.4 acre, and
 - (4) An edge of the promenade between the Agriculture Building and Pier 24, about 0.25 acre.
- b. Historic ships, which are considered minor fill, to be located at Piers 3 and 24, about 1.25 acres.

5. Replacement Fill

- a. If Pier 3 is not used for open space, reconstruct Pier 7 for open space, public recreation, and public access of approximately two acres. The final fill configuration will be determined.
- b. If and when Pier 24 requires substantial repair, rebuild a portion or all of it with a maximum replacement fill of three acres.

TABLE 1

APPROXIMATE AREA OF PIERS AND OTHER PILE-SUPPORTED STRUCTURES
TO BE REMOVED AND REPLACED
(Approximate area in acres)

REMOVAL:

Piers 14, 16, 18, 20, and 22 being removed after 1977	12.00
Piers 7, 5, and portions of the bulkhead wharf between . Pier 1 and Ferry Building to be removed	<u>5.50</u>
TOTAL REMOVAL:.....	17.50

FILL:

Minor fill to improve shoreline appearance and provide public access:

Connection between Piers 3 and 1	Up to 0.20
Bulkhead Wharf between Pier 1 and Ferry Building	Up to 1.00
East side of Ferry Building	Up to 0.40
Promenade between Agriculture Building and Pier 24	0.25
Four historic ships	<u>1.25</u>
Total Minor Fill	<u>3.10</u>

Replacement Fill:

Pier 7 (if existing Pier 3 not used for open space).....	approximately 2.00
Pier 24 (if substantial repairs needed)	Up to <u>3.00</u>
Total Replacement Fill	<u>5.00</u>

TOTAL FILL 8.10

NEW OPEN WATER:

TOTAL REMOVAL MINUS TOTAL FILL: 9.40

IMPLEMENTATION OF PIER REMOVAL AND PROVISION AND MAINTENANCE OF OPEN SPACE

The San Francisco Waterfront Special Area Plan requires the identification of the means by which unusable piers are to be removed and by which public recreation, open space, and public access are to be provided and maintained. The following describes how this will be achieved:

PIER 7 THROUGH PIER 1-1/2

Implementation Steps:

1. The Port or Recreation and Park Department and/or private developer improves and maintains Pier 3 or 7 as open space/recreation using Land and Water Conservation funds, the City's Open Space Acquisition funds, and other funds.
2. If Pier 7 is developed as open space, the Pier 3 office developer provides and maintains Pier 3 plaza and maintains public access along south side of pier after commercial recreation boats are relocated to Pier 24.
3. The Port removes Pier 5, the Pier 5 bulkhead wharf, and the bulkhead building using its own and/or federal Economic Development Assistance funds.

PIER 1, FERRY BUILDING, AND AGRICULTURE BUILDING

Implementation Steps:

1. The Port undertakes arrangements, through a master lease with a private developer as part of the historic restoration and development of the Ferry Building complex, for the development of public plazas and public access areas.
2. The private developer provides and maintains public access areas and plazas adjacent to the Ferry Building.

BETWEEN AGRICULTURE BUILDING AND PIER 24

Implementation Steps:

1. The Port is constructing a waterfront promenade using federal Economic Development Assistance funds and will carry out the maintenance itself.
2. Open space inland of the promenade and within the 100 foot shoreline band can be developed using Urban Development Assistance Grant, Economic Development Assistance, Land and Water Conservation funds, Joint Development funds, developer front-end funds, and Community Development Block Grant funds.

3. Open space inland of the promenade and within the shoreline band will be maintained by adjacent private property owners.

PIER 24

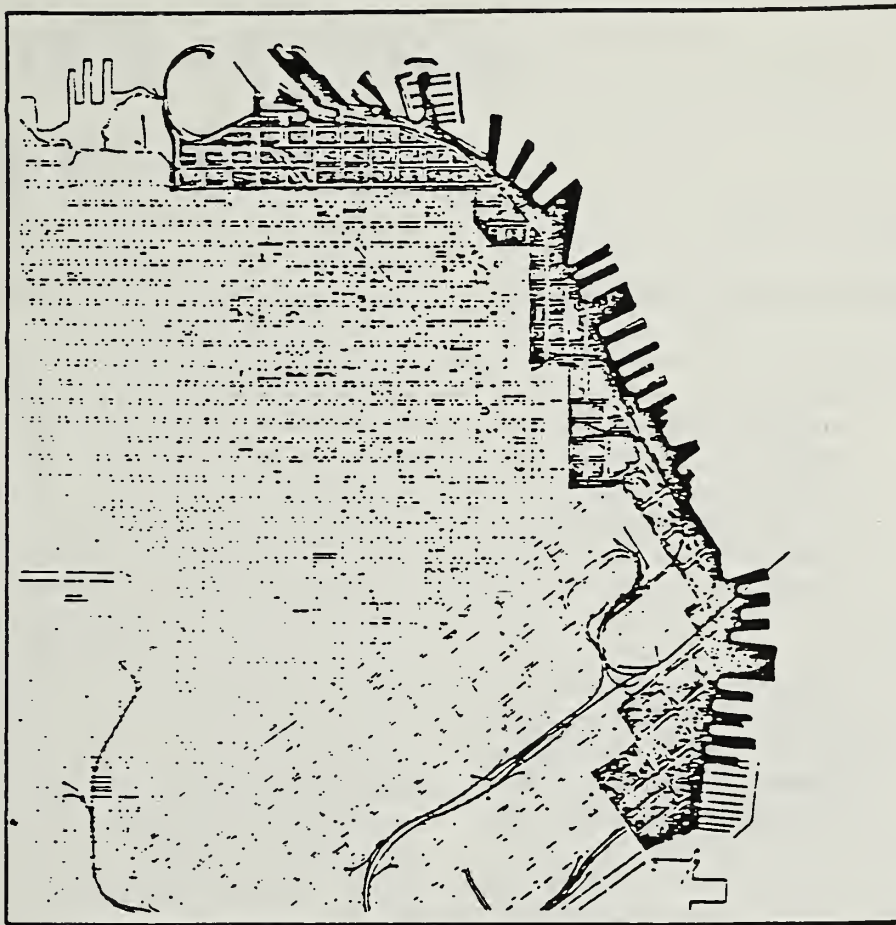
Implementation Steps:

1. Port undertakes development itself or enters into master lease with private developer who repairs perimeter aprons and builds peripheral public access areas and plaza for fishing at east end of pier. Potential funding sources are Economic Development Assistance, Port funds, developer front-end funds, and Urban Development Assistance Grant funds.
2. Port or developer maintains public access and plaza areas.
3. The implementation steps for the possible future rebuilding of the pier have not yet been determined.

**E. San Francisco Master Plan,
Northeastern Waterfront Plan, Central
Waterfront Plan, and Recreation and
Open Space Element (partial only)**

■ NORTHEASTERN ■

NORTHEASTERN



WATERFRONT

■ WATERFRONT ■

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

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NORTHEASTERN WATERFRONT

INTRODUCTION

Background

San Francisco is a compact city, surrounded on three sides by the Pacific Ocean and San Francisco Bay. From the beginning, the waterfront has played an intimate role in the City's industrial, commercial, and recreational life.

Although San Francisco Bay was discovered by the Spaniards in 1775, it was not until the 1849 gold rush that the region had its first wave of population growth. The focus of the growth was in the area adjacent to the Bay where deep and protected waters provided a natural harbor. This area is now the Northeastern Waterfront and includes Fisherman's Wharf to China Basin. Much of this area was developed on Bay fill as the original shoreline skirted the base of what are known as Telegraph, Rincon, and Potrero Hills.

During these early days, the waterfront was a lively part of town, busy with sailors and those hoping to earn their fortunes in the gold fields. City dwellers would stroll along the waterfront and enjoy the marvelous view of the Port and the Bay. The nearby hillsides were the sites of the earliest settlements and later became fashionable neighborhoods.

Through World War II, the waterfront retained its image of a thriving port and center of the City's economic vitality. The Ferry Building, located at the foot of Market Street, became a landmark structure symbolic of the City's ties with the Bay Area and the World. The western half of San Francisco's waterfront, from Aquatic Park, west to the Presidio and south along Ocean Beach to the County line was developed for military and recreational use and in recent years has become part of the magnificent Golden Gate National Recreational Area.

With the passage of time, however, the Northeastern Waterfront became increasingly separated from the rest of the City and began to decline in activity. The completion of the Bay Bridge in the 1930's foreshadowed the end of the Trans-Bay ferry service and diminished the role of the Ferry Building. Today, major portions of the waterfront are traversed by freeways and inundated with parking lots creating visual and physical barriers to the Bay and impeding the revitalization of this part of the City. Changes in transportation technology related to the movement of goods by water also contributed to the decline of the waterfront. The placement of cargo in standardized containers has resulted in dramatic

shifts in maritime transportation patterns. Containerization has shifted the emphasis from the traditional breakbulk method of cargo handling, for which the Port's finger piers were designed, and has created the need for large modern facilities requiring considerable capital investment and backland support areas.

Although the Port of San Francisco was, at the end of World War II, the largest port in the region, the Port of Oakland was first to develop containerized facilities. Oakland had the advantage of large, undeveloped flat land necessary for the storage of containers as well as better rail and highway connections to eastern markets. Today, portions of San Francisco's Northeastern Waterfront continue to be used for break-bulk cargo handling, ship repair, and related activities; however, some of the piers are vacant and dilapidated and some of the land is underutilized.

The Port's maritime development strategy calls for the maintenance of existing viable maritime functions in the Northeastern Waterfront and the consolidation and expansion of new maritime and industrial development in the Central and Southern Waterfront south of China Basin for efficiency of operations, availability of adequate backland, and landside transportation advantages.

While there is substantial demand for a variety of uses on the Northeastern Waterfront, the type and magnitude of new uses should not reflect what is possible, but rather, what is desirable from the broadest public interest

point of view. Although growth continues in office employment, particularly in the areas of services and finance, the ability of the City to maintain and attract new blue collar jobs has become increasingly difficult. The problem is worsened by high costs of land, lack of available area suitable for industrial expansion, and traffic congestion on major travel corridors. In addition to office, industrial, and shipping activities, a substantial portion of the City's economy is related to tourism. Hotel, restaurant and retail uses are large employers, particularly of the minority population. Although there is a demand for additional tourist-related development, it must be carefully balanced against the need for recreation, open space, and new housing on the Northeastern Waterfront and the community desire not to replicate or compete with other tourist areas in the City.

The Future of the Northeastern Waterfront

The Northeastern Waterfront Plan recommends objectives and policies designed to contribute to the waterfront's environmental quality, enhance the economic vitality of the Port and the City, preserve the unique maritime character, and provide for the maximum feasible visual and physical access to and along the Bay.

In the Northeastern Waterfront in areas where piers are sound, shipping and related maritime uses will be maintained and expanded. On lands no longer needed for



maritime purposes, the predominant uses will be open space and water-oriented public recreation. On inland areas, the predominant uses will be residential and office development. The waterfront would be re-integrated with the fabric of the City. Barriers to the waterfront from inland areas, including the Embarcadero Freeway, parking under it and on open piers would be removed. The Embarcadero roadway would become a landscaped waterfront boulevard, linking the Northeastern Waterfront with other portions of the shoreline. A rail transit system would run along the Embarcadero reducing the need for auto travel and on-site parking. Pedestrian and bicycle ways would connect recreational areas with community facilities, historic and architecturally significant buildings, residential areas, and employment centers. An authentic maritime character and strong sense of historic continuity combined with increased visibility of the natural attributes of the Bay would reinforce the special identity of the area.

To achieve these goals, the Plan recommends general objectives and policies for Land Use, Transportation, and Urban Design and recommends specific objectives and policies for five geographic subareas: Fisherman's Wharf (which extends from the Municipal Pier at Van Ness Avenue to Pier 35); the Base of Telegraph Hill (Pier 35 through Pier 9); the Ferry Building Area (Pier 7 through Pier 24); the North China Basin Area (Pier 26 through Pier 46); and the Embarcadero Corridor which extends along the right-of-way of the Embarcadero from north to south and intersects the four other subareas.

Fisherman's Wharf Area *(Municipal Pier to Pier 35)*

Fisherman's Wharf contains portions of the Golden Gate Recreation Area at Aquatic Park, hotels, restaurants and specialty shops, the reuse of historic buildings for major commercial centers at Ghirardelli Square and the Cannery, Fish Alley and the berthing basin for what remains of the commercial fishing fleet and the recent Pier 39 development. Policies for Fisherman's Wharf include a new breakwater in the vicinity of Hyde Street to protect the fishing basin and enable the fishing fleet to expand, limitations on the amount and type of new commercial recreational development that may occur, and transit and parking improvements to upgrade circulation and reduce congestion.

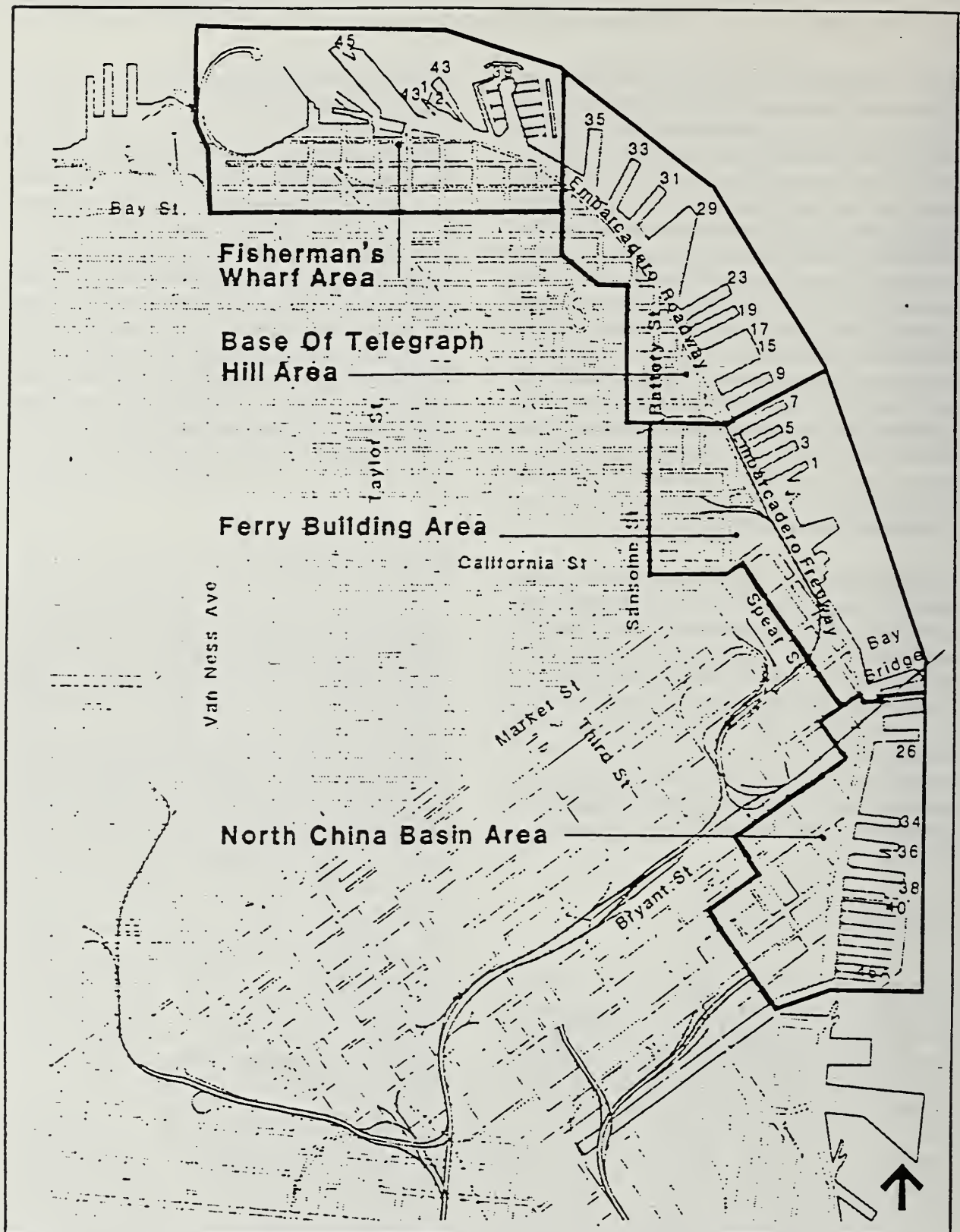
The Base of Telegraph Hill Area *(Piers 35 through 9)*

This subarea is characterized by finger piers in break-bulk and cargo-handling uses, and offices, showrooms and warehousing on inland sites. Plan policies call for the continued and enhanced maritime use of Piers 35 through 9 and the refurbishing of Pier 35 as the City's passenger terminal. Inland of the Embarcadero, residential, office and open space uses would be encouraged and buildings of architectural or historic merit preserved. The surface Embarcadero roadway would be improved as a waterfront boulevard extending from Fisherman's Wharf to China Basin with widened sidewalks, truck access areas for the maritime piers, and a right-of-way for the "E" Embarcadero street car line.

The Ferry Building Area *(Piers 7 through 24)*

Included in this subarea are the Golden Gateway and Embarcadero Center developments, other high rise office structures, the Ferry Building, and the elevated Embarcadero Freeway. Contrary to previous proposals for extensive bay fill, the Plan calls for open water as a relief to the intensely developed downtown and to ensure the continued prominence of the Ferry Building and its tower. The Ferry Building would be re-established as a major transit center, the eastern terminus to Market Street, and a major entryway to the City from the water. Historic ships would be moored in this area and pleasure boats would tie up to colorful buoys. The elevated Embarcadero Freeway would be removed and a simple, elegant promenade would link Pier 7 to Pier 24. It would maintain a visual corridor along the water's edge and create a variety of water edge experiences. In the Pier 7 and 3 area, a public recreation pier next to open water would be built in contrast to the mixture of commercial recreation and office activities in the redeveloped Ferry Building.

South of the Ferry Building, in the Howard to Harrison Street area, a mixed use activity center would be created, bringing new life to an area that for many years has been cut off from the City by the Embarcadero Freeway and the Bay Bridge. The activity center would be comprised of a major water-related, soft surface public park, with



**NORTHEASTERN WATERFRONT
Planning Area**

Map 1

a "Tavern-on-the-Green" type of restaurant in the park north of Folsom Street, and public access and fishing areas on Pier 24 with dramatic views to the city skyline and out to the Bay. In addition, a terraced European-style hotel inland of the park across the re-routed Embarcadero roadway would ensure both day and nighttime activities for the area.

North China Basin Area (Piers 26 through 46)

South of the Bay Bridge, Piers 26-38 would continue in break-bulk cargo handling and related shipping activities. Piers 42-46A and a portion of Pier 40, which are presently almost vacant and in unsound condition, would be removed and the area developed as a full service marina and small boat harbor. Inland of the harbor, a large waterfront park with dramatic views would be provided.

On inland areas, viable warehousing, industrial uses and historic structures would be retained and a mixed-income residential community with open spaces and support services would be built where vacant or underutilized property presently exists. The new community would focus on the historic Oriental Warehouse, which would be adaptively reused for a community center and commercial purposes. Walkways and bicycle paths combined with small plazas would connect the new residences to waterfront activities and other portions of the City. The new community would be characterized by high density, low to mid-rise structures, re-creating the fine-grained fabric of San Francisco neighborhoods and would take advantage of proximity to the Downtown, a desirable microclimate, amenity value of the Bay, and would help satisfy San Francisco's need for new housing.

Embarcadero Corridor

Policies for this subarea are intended to facilitate the movement of people and goods, improve environmental quality, enhance physical and visual access to the shoreline and contribute to the continued vitality of the waterfront by eliminating the blighting influence of the elevated freeway. Recommendations include the freeway's removal from Broadway back to the Main and Beale Street off-ramps, the improvement of the Embar-

cadere as a waterfront boulevard, the creation of a historic rail transit line to serve commuter and recreational users, the continuation of service to maritime activities by the Belt Freight Rail Line, and, changes in the manner in which parking should serve the waterfront and downtown areas.

GOALS

The overall goal of the Plan is to create a physical and economic environment in the Northeastern Waterfront area which will use the area's resources and potential in the manner which will best serve the needs of the San Francisco community. In order to accomplish this goal, the dominant planning principles of this Plan are: (1) provide for those uses which positively contribute to the environmental quality of the area and contribute to the economic health of the Port and the city, (2) preserve and enhance the unique character of the area, and take advantage of the unique economic opportunity provided by San Francisco Bay, and (3) provide the maximum possible visual and physical access to San Francisco Bay while minimizing the adverse environmental impacts of existing and new activity.

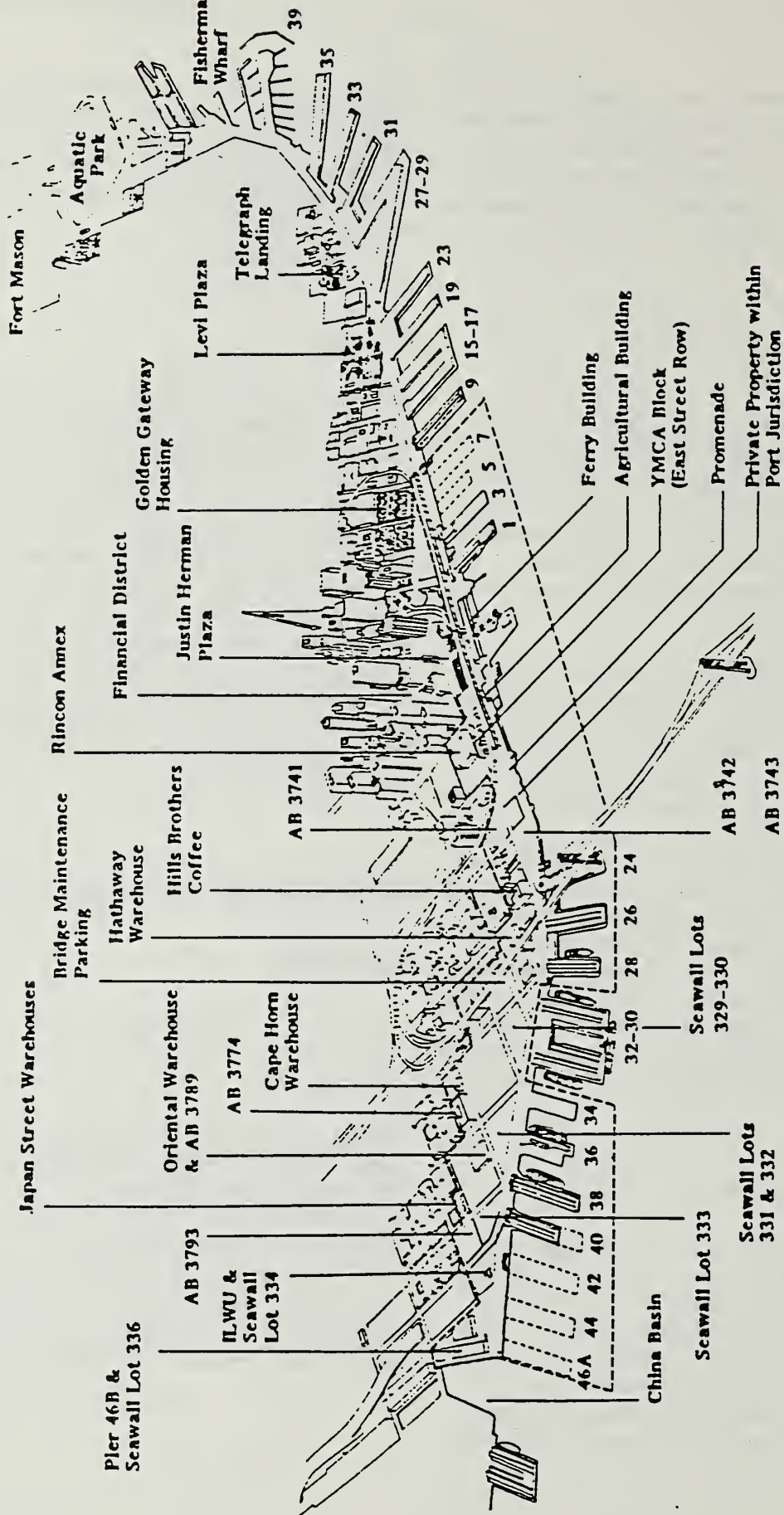
OBJECTIVES AND POLICIES

LAND USE

GENERAL

OBJECTIVE 1

TO DEVELOP AND MAINTAIN ACTIVITIES THAT WILL CONTRIBUTE SIGNIFICANTLY TO THE CITY'S ECONOMIC VITALITY AND PROVIDE ADDITIONAL ACTIVITIES WHICH STRENGTHEN THE PREDOMINANT USES IN EACH SUB-AREA OF THE NORTHEASTERN WATERFRONT, WHILE LIMITING THE CONCENTRATION TO PRESERVE THE ENVIRONMENTAL QUALITY OF THE AREA.



NORTHEASTERN WATERFRONT

POLICY 1

Accommodate where appropriate, additional activities which will strengthen the predominant economic functions of each subarea of the Northeastern Waterfront.

POLICY 2

Consistent with other policies of this Plan, encourage uses on Port property which return revenue to the Port to support and improve its facilities.

OBJECTIVE 2

TO DIVERSIFY USES IN THE NORTHEASTERN WATERFRONT TO EXPAND THE PERIOD OF USE OF EACH SUB-AREA AND TO PROMOTE MAXIMUM PUBLIC USE OF THE WATERFRONT WHILE ENHANCING ITS ENVIRONMENTAL QUALITY.

POLICY 1

Limit additional uses which generate a concentration of activity during the same peak periods, in areas which are heavily impacted with such uses.

POLICY 2

Diversify activities to encourage the use of the Northeastern Waterfront by a broad spectrum of the population.

POLICY 3

Encourage land uses having different peak periods of activity within each subarea of the Northeastern Waterfront to contribute to the area's diversity, to expand the period of use, to decrease peak period traffic congestion, to facilitate efficient use of the transit system and to preserve and enhance the environmental quality of the waterfront.

POLICY 4

Give priority to the development of public open space in any non-maritime development adjacent to, or over, the water.

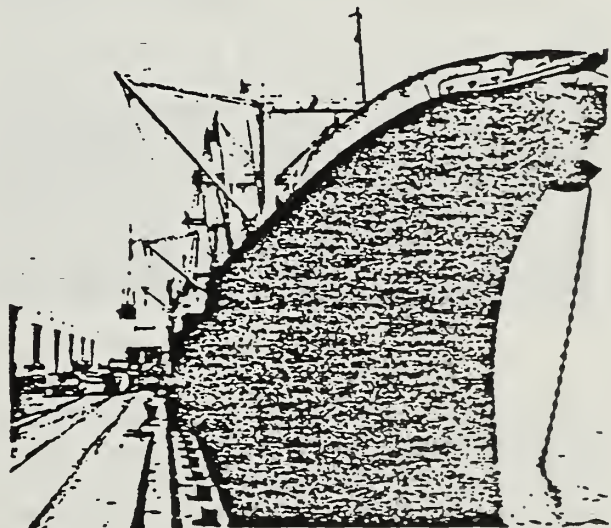
POLICY 5

Emphasize water-related recreation, Bay-oriented commercial recreation and Bay-oriented public assembly uses in non-maritime development adjacent to, or over, the water.

MARITIME AND INDUSTRIAL

OBJECTIVE 3

TO RETAIN AND ENHANCE MARITIME ACTIVITIES, RESERVING AS MUCH OF THE NORTHEASTERN WATERFRONT AS IS REALISTICALLY REQUIRED FOR FUTURE MARITIME USE, AND PROVIDING FOR EFFICIENT OPERATION OF PORT ACTIVITIES.

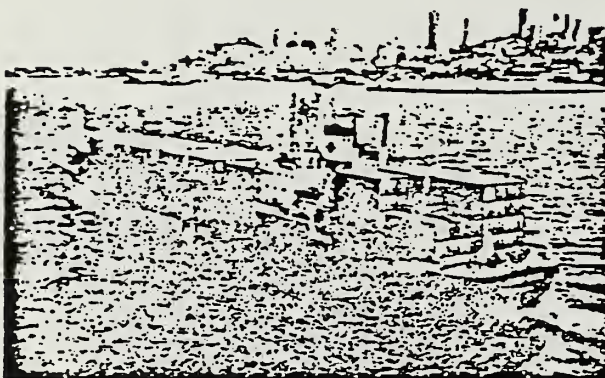


POLICY 1

Give priority to maritime activities recognizing that the waterfront available for such activities is a limited resource and that maritime activities are vital to the City's economy. Based on a realistic assessment of the maritime needs of the Port, reserve the necessary waterfront area by prohibiting activities which would preclude possible future maritime development.

POLICY 2

Continue maritime activities on Piers 35 through 9, Piers 26 through 38 and Pier 46B for as long as practical. When and if it is determined that those piers are not needed for maritime use, improvement plans should be adopted for each area and appropriate amendments made in this Plan.



POLICY 3

Incorporate into the development of transportation facilities, features which will facilitate the efficient movement of goods between the maritime piers and the regional transportation system.

POLICY 4

Encourage the retention and expansion of the commercial fishing and related industries in Fisherman's Wharf.

OBJECTIVE 4

TO RETAIN ECONOMICALLY VIABLE INDUSTRIAL ACTIVITY IN THE NORTHEASTERN WATERFRONT.

POLICY 1

Encourage the retention of industries which reinforce the Port's maritime operations, either through providing services or through using the Port's facilities for its shipping needs.

POLICY 2

Encourage the retention of viable industries which provide significant revenues, job opportunities or services to the City.

POLICY 3

Assist in the relocation within San Francisco of industries which are forced to move by market conditions or public action.

COMMERCIAL

OBJECTIVE 5

TO DEVELOP LIMITED ADDITIONAL OFFICE AND COMMERCIAL SPACE IN ORDER TO SERVE THE CITY'S ECONOMIC NEEDS AND TO ENCOURAGE A MIXTURE OF USES AND ACTIVITIES ALONG THE NORTHEASTERN WATERFRONT.

POLICY 1

Exception new or replacement fill, permit additional office space development adjacent to the Downtown Office District which complements the downtown but which is of a lesser intensity and which reflects the transition between the City and the water.

POLICY 2

Encourage service retail uses in combination with other uses.

POLICY 3

Limit general and specialty retail uses in combination with other uses, to that which will not significantly detract from the Downtown Retail District.

POLICY 4

Permit additional hotel space in locations which would enhance the mixture of uses. In areas where hotels are already concentrated, additional such facilities should be limited and should only be provided in combination with other uses.

POLICY 5

Encourage limited additional Bay-oriented commercial recreation and public assembly uses inland of the seawall.

RESIDENTIAL

OBJECTIVE 6

TO DEVELOP AND MAINTAIN RESIDENTIAL USES ALONG THE NORTHEASTERN WATERFRONT IN ORDER TO ASSIST IN SATISFYING THE CITY'S HOUSING NEEDS AND CAPITALIZE ON THE AREA'S POTENTIAL AS A DESIRABLE LIVING ENVIRONMENT.

POLICY 1

Strengthen, preserve and protect existing residential uses.

POLICY 2

Encourage the development of additional housing wherever feasible (except on new or replacement fill), consistent with maximum maritime development.

POLICY 3

Preserve and expand the supply of low and moderate income housing and encourage the economic integration of housing.

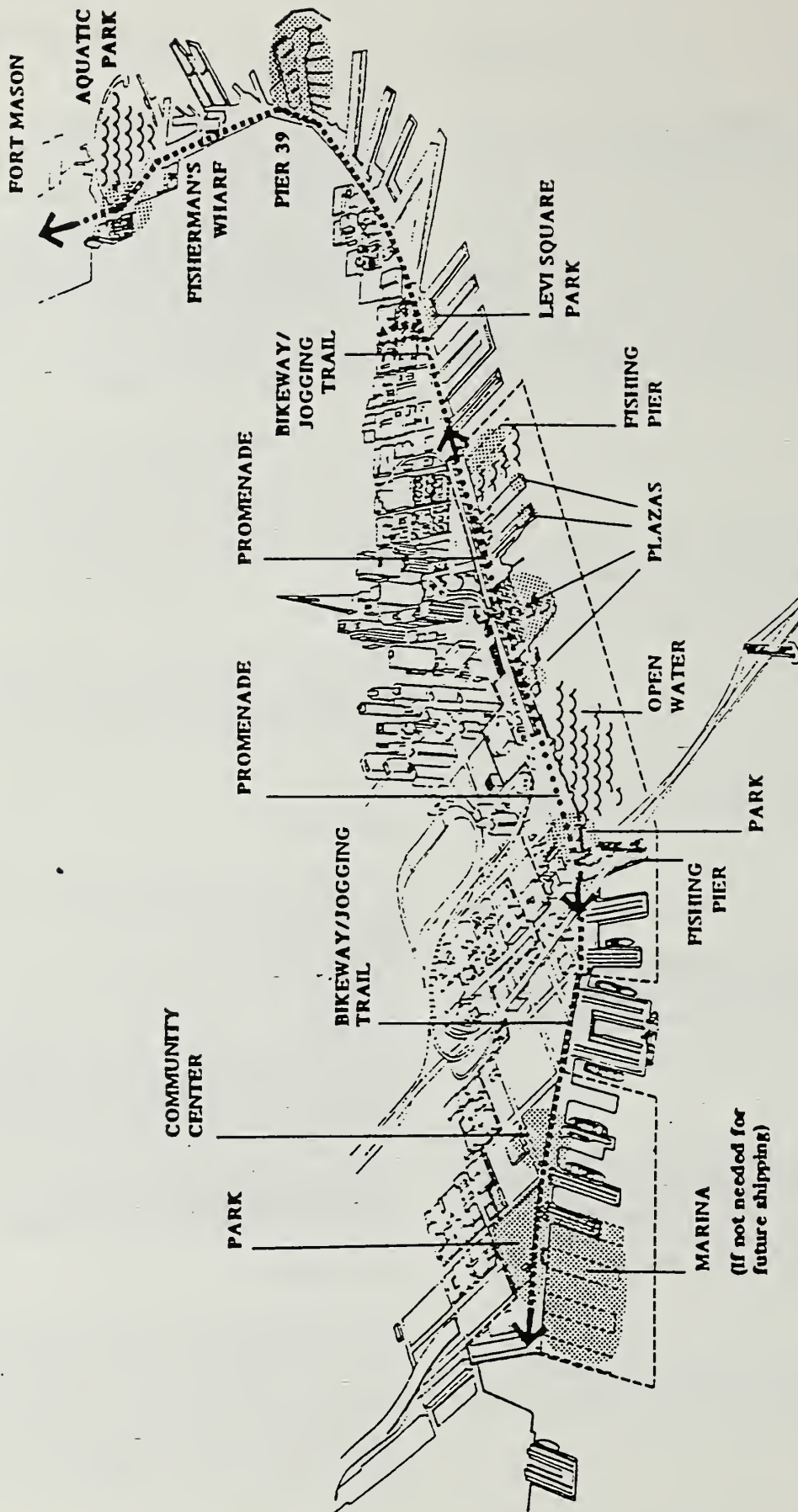
POLICY 4

Encourage the development of a variety of unit types for households of all sizes where practical.

RECREATION AND OPEN SPACE

OBJECTIVE 7

TO STRENGTHEN AND EXPAND THE RECREATION CHARACTER OF THE NORTHEASTERN WATERFRONT AND TO DEVELOP A SYSTEM OF PUBLIC OPEN SPACES AND RECREATION FACILITIES THAT RECOGNIZES ITS RECREATIONAL POTENTIAL, PROVIDES UNITY AND



PUBLIC ACCESS, RECREATION AND OPEN SPACE

IDENTITY TO THE URBAN AREA, AND ESTABLISHES AN OVERALL WATERFRONT CHARACTER OF OPENNESS OF VIEWS, WATER AND SKY AND PUBLIC ACCESSIBILITY TO THE WATER'S EDGE.

POLICY 1

Develop recreation facilities attractive to residents and visitors of all ages and income groups.

POLICY 2

Provide a continuous system of parks, urban plazas, water related public recreation, shoreline pedestrian promenades, pedestrian walkways and street greenways throughout the entire Northeastern Waterfront.

POLICY 3

Integrate the recreation and open space facilities of the Northeastern Waterfront with those of the Golden Gate National Recreation Area.

POLICY 4

Encourage and provide open space and public recreation facilities as part of any development, to provide facilities for people residing and working in the Northeastern Waterfront and in adjoining neighborhoods.

POLICY 5

Provide overlooks and public viewing areas with convenient pedestrian access wherever possible. Every attempt should be made to provide such viewing facilities in areas of maritime and fish processing activities without interfering with the operation of those activities. Remove bulkhead buildings between piers wherever feasible in order to construct such overlooks and to open views.

POLICY 6

Require the inclusion of a substantial amount of public open space and peripheral public access to the water's edge in any non-maritime development beyond the seawall. Public access should be located at ground or platform level, but minor variations in elevation intended to enhance design of open space may be permitted. Public access should also be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures. Particular attention should be given to the provision of perimeter public access along the platform edge. Other uses may extend to the platform edge subject to the following conditions: (a) Such uses should enhance the total design of the project, should serve to make the public access more interesting, and should not divert the public way along more than twenty percent (20%) of the total platform edge. (b) Deviations of the public way from the platform edge should be limited to short distances.

POLICY 7

Provide as much public open space and peripheral access as is feasible in areas of maritime activity without seriously interfering with the operation of this activity.

POLICY 8

Encourage the development of small boat marinas, in the Pier 41 to 37 area, and the Pier 40 to China Basin area. Exclude small boat marinas from the Pier 7 to 24 area, (but allow transient mooring in the Pier 14 to 24 area) and exclude small boat marinas from the Pier 26 to 38 area.

POLICY 9

Develop a continuous bicycle path along the Northeastern Waterfront, separated and protected from vehicular traffic where possible, and linked with the city-wide bicycle route system.

TRANSPORTATION

OBJECTIVE 8

TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS WITHIN THE NORTHEASTERN WATERFRONT IN SUCH A WAY AS TO MINIMIZE THE ADVERSE IMPACT OF THIS MOVEMENT.

POLICY 1

Intercept and divert as much automobile traffic as feasible away from the water's edge and areas of intense pedestrian activity in order to make conditions more pleasurable, safe, and interesting for the pedestrian, and in order to facilitate the commercial and recreational development of the area.

POLICY 2

Limit additional parking facilities in the Northeastern Waterfront and minimize the impact of this parking. Discourage long-term parking for work trips which could be accommodated by transit. Restrict additional parking to: (a) Short-term (less than four hour) parking facilities to meet needs of additional business, retail, restaurant, marina, and entertainment activities; (b) Long-term parking facilities for maritime activities, hotel and residential uses. To the extent possible, locate parking away from areas of intense pedestrian activity.

POLICY 3

Allow parking over the water for public and commercial recreation uses only if: (a) no alternative location is feasible; (b) the parking is located within a structure devoted to a permitted use and is necessary to such use or to other permitted uses in the same project area; and (c) it is the minimum amount necessary.

POLICY 4

Prohibit parking over the water for marinas in the Fisherman's Wharf through Ferry Building areas. In other areas, allow parking for marinas over water

only if: (a) no alternative upland location is feasible; (b) the total fill for a marina does not exceed a land-water ratio of 1/2:1; and (c) it is the minimum necessary. Encourage loading and unloading areas adjacent to marinas to minimize the need for parking over the water.

POLICY 5

Base the determination of the amount of parking allowed for permitted uses on the desirability of reducing automobiles along the waterfront and, to the maximum extent feasible, consider the use of existing public transit and inland parking, as well as public transit and inland parking which could reasonably be provided in the future.

POLICY 6

Remove or relocate inland those existing parking facilities on or near the water's edge or within areas of intense pedestrian activity.

POLICY 7

Facilitate pedestrian access to the shoreline, including access for the handicapped, through the provision of convenient safe pedestrian crossings along The Embarcadero. Provide promenades and walkways of sufficient width to accommodate comfortably the movement of pedestrians throughout the Northeastern Waterfront.

POLICY 8

Facilitate the movement of goods into and out of the maritime piers where possible in the design of the road system.

POLICY 9

Remove the existing elevated Embarcadero Freeway.

OBJECTIVE 9

TO ACCOMMODATE THE REGIONAL MOVEMENT OF PEOPLE AND GOODS, PERMITTING THE THROUGH MOVEMENT OF TRAFFIC, ACCESS TO THE REGIONAL SYSTEM FROM THE MARITIME AND OTHER INDUSTRIAL AREAS OF THE CITY, AND FACILITATING THE MOVEMENT OF REGIONAL TRANSIT WHILE MINIMIZING THE ADVERSE IMPACT OF THIS SYSTEM ON THE NORTHEASTERN WATERFRONT AREA.

POLICY 1

To the extent feasible, accommodate regional traffic movement inland from the Northeastern Waterfront area. Abandon the planned linking of Interstate-280 with the Embarcadero Freeway. If a connection between I-280 and the Bay Bridge is mandated to accommodate the regional movement of traffic, it should be along an inland right-of-way.

POLICY 2

Prohibit any increase to the capacity of the roadway system along the shoreline to accommodate automobiles between the Bay Bridge-downtown area and the Golden Gate Bridge. Improve transit service in this corridor to encourage the reduction of automobile traffic.

POLICY 3

Minimize the impact of regional transportation movement along the Northeastern Waterfront by encouraging transit use through the addition and improvement of service and through the use, wherever possible, of exclusive rights-of-way and other types of transit preferential treatment. Prohibit ramping to and from the I-280 freeway within the area east of Third Street, except that a transit only ramp to Second Street should be provided.

POLICY 4

To the extent feasible, facilitate and expand the operation of passenger ferry systems to minimize traffic impacts.

POLICY 5

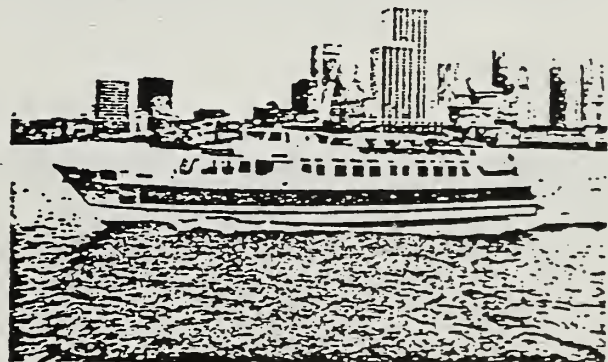
Improve transit service to, and along, the Northeastern Waterfront. Establish a transit line between the South of Market area and the Fisherman's Wharf area which would primarily make use of existing railroad tracks, including those on The Embarcadero, and which would connect to numerous other transit lines, and to a parking reservoir at the southern end.

POLICY 6

Make transfers among transit systems as easy, safe and pleasant as possible, and clearly identify loading areas and routes. In particular in the Ferry Building area, design the relationship between the ferries, BART, Muni surface and subsurface lines, and the Transbay Terminal to facilitate connections among the systems.

POLICY 7

Provide parking reservoirs near the Fourth Street ramps of the I-280 freeway for short-term parking and to replace long-term parking in the Northeastern Waterfront as well as the downtown core. Provide frequent transit service between this parking area and the downtown.



URBAN DESIGN

OBJECTIVE 10

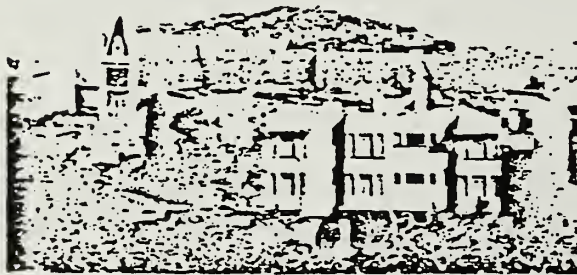
TO DEVELOP THE FULL POTENTIAL OF THE NORTHEASTERN WATERFRONT IN ACCORD WITH THE UNUSUAL OPPORTUNITIES PRESENTED BY ITS RELATION TO THE BAY, TO THE OPERATING PORT, FISHING INDUSTRY, AND DOWNTOWN; AND TO ENHANCE ITS UNIQUE AESTHETIC QUALITIES OFFERED BY WATER, TOPOGRAPHY, VIEWS OF THE CITY AND BAY, AND ITS HISTORIC MARITIME CHARACTER.

POLICY 1

Preserve the physical form of the waterfront and reinforce San Francisco's distinctive hill form by maintaining low structures near the water, with an increase in vertical development near hills or the downtown core area.

POLICY 2

Preserve and create view corridors which can link the City and the Bay.



POLICY 3

Use continuous planting and other ground surface treatment to physically and visually link the waterfront with adjacent inland areas.

POLICY 4

In major pedestrian areas (such as the Fisherman's Wharf and Ferry Building areas), develop generally continuous ground floor retail or other pedestrian-oriented uses.

POLICY 5

Permit non-maritime development bayward of the sea wall only if the following qualifications are met:

(a) Maximum feasible public access is provided to the water's edge.

(b) Important Bay views along The Embarcadero and level inland streets are preserved and improved. Minor encroachment into the view corridors from level inland streets may be permitted under the following conditions: (1) Where the encroaching element has a distinct maritime character, is separated from the shoreline by water, and adds variety to the views along the waterfront; (2) Where minor structures (such as kiosks) are desirable to provide public amenities contributing to a continuity of interest and activity along the waterfront; and (3) Where essential maritime facilities cannot reasonably be located and designed to avoid view blockage.

POLICY 6

Retain older buildings of architectural merit or historical significance to preserve the architectural and historical character of the waterfront and ensure the compatibility of new development.

POLICY 7

Maintain the physical prominence of the Ferry Building.

POLICY 8

Prohibit new, and remove existing, general advertising signs. Assure that public and private signing contributes to the aesthetic appearance of the waterfront.

POLICY 9

Encourage the provision of street furniture which is of appropriate design to the historic maritime character of the Northeastern Waterfront.

POLICY 10

Consider retention of the arched building structures which exist at the main entrance to most piers and which add an important character to The Embarcadero. They should be retained so long as maritime uses exist behind them or when new development occurs which could incorporate these structures without disadvantage.

SPECIFIC POLICIES FOR OPEN SPACE, PUBLIC RECREATION, AND PUBLIC ACCESS

POLICY 11

Maintain and enhance existing grade level view corridors to the Bay particularly from Broadway and Folsom Streets and create new view corridors at Pacific and Howard Streets.

**POLICY 12**

Remove all or portions of dilapidated piers, bulkhead wharves and bulkhead buildings which cannot be used in order to improve shoreline appearance, Bay views, and access to the Bay.

POLICY 13

Remove exposed surface parking from over water, from under the Embarcadero Freeway, and along the Embarcadero roadway to improve shoreline appearance and access to the Bay.

POLICY 14

Design open spaces to maximize sun exposure, wind protection, noise buffering, and to create a sense of security.

POLICY 15

Use the type of ornamental street lights presently employed along the Embarcadero. Use double fixture lights between Pier 1 and the Agriculture Building and single fixture lights elsewhere along promenades. Provide lighting sufficient for public safety and avoid glare. Use the same color but lower intensity illumination as that on Market Street. Paint light standards dark blue as on Market Street.

POLICY 16

Design and locate a consistent set of street furniture, including such items as seating, drinking fountains, trash cans, signs and plaques along the promenades and public open space piers. Describe the historical significance of the area and the natural resource of the Bay with signs and plaques.

POLICY 17

Design and locate all landscaping so as to unify and provide continuity among the various areas of the waterfront. Plant a generally continuous row of street trees in the ground along the promenades

between Piers 7 and 24. Select trees as part of the Embarcadero improvements from Bay to King Streets which will visually complement the trees along the promenades.

POLICY 18

Select and locate trees, shrubs and ground covers to preserve, dramatize and enhance Bay views for waterfront users. Use plant materials which should have a demonstrated capacity to remain viable, with minimum maintenance under such conditions as frequent high wind speeds, high atmospheric salt content, a high salt water table, and sub-surface fill material with varying drainage capacities. Install trees of at least two inches in diameter and 15 feet in height in the ground.

POLICY 19

On non-maritime piers with sheds, provide continuous peripheral pedestrian public access ways of at least 15 feet in width for walking, viewing and fishing. Provide benches and street furniture. Prohibit use of access areas for valet parking, auto drop-off, service vehicles or trash storage, but allow emergency vehicle access.

POLICY 20

Provide continuous public pedestrian access to the Bay on the east side of the Ferry Building that is separate from any service-vehicle access to the Building.

POLICY 21

Provide a variety of treatments where appropriate along the water's edge, including steps and sloped surfaces.

POLICY 22

Pier railings should minimize obstruction of Bay views and reduce maintenance.

POLICY 23

Cover pier decks and public access areas with wood planking to the extent feasible to provide an attractive maritime character and a reasonably inexpensive material for pedestrian movement.

POLICY 24

Permit fishing along public access areas on piers and promenades.

POLICY 25

Require detailed landscaping, materials, and sign plans to be approved by the Department of City Planning prior to approval of any new non-maritime development.

SPECIFIC POLICIES FOR BUILDINGS

POLICY 26

Restrict development south of Broadway to the Height and Bulk Districts shown on the following map.

POLICY 27

Locate buildings to minimize shadows and wind on public open spaces.

POLICY 28

Prohibit the use of reflective glass. Use flat glass skylights and discourage the use of dark tinted glass in highly visible areas.

POLICY 29

Prohibit general advertising or commercial signs in any public spaces or attached to any buildings. Allow only attractively designed identification, directional, regulatory or information signs. Permit illuminated signs but prohibit flashing or animated signs.



O.S. : Open Space District
E : Above 65' Max Length 110', Max Diagonal 140'
F : Above 80' Max Length 110', Max Diagonal 140'
S : See Planning Code #270
X : No Bulk Limits

Proposed Changes To Height and Bulk Districts

PROPOSED HEIGHT AND BULK DISTRICTS

POLICY 30

Employ a uniform system of attractively designed public signs that conform to strict criteria for size, scale, style, and color as part of the Embarcadero roadway improvements from Bay to King Streets and as part of the promenades from Piers 7 through 1 1/2 and from the Agriculture Building to Pier 24. Design signs in keeping with the concept of the Embarcadero as a scenic boulevard rather than as a high speed artery. Coordinate signs with those to be used in the Ferry Building complex.

POLICY 31

Require signs to be approved by the Department of City Planning.

POLICY 32

Conceal any mechanical equipment, pipes, ducts and antennas, on roof surfaces. Avoid shiny or highly polished materials on roof surfaces and facades.

POLICY 33

Enclose all servicing facilities and store all waste within structures so as to be shielded from public view. Prohibit any temporary or permanent exterior storage.

POLICY 34

Preserve the bulkhead buildings and bulkhead arches on Piers 3, 1 1/2, 1, and 24.

POLICY 35

Moor office-oriented historic ships at Pier 3, and commercial recreation-oriented ships at Pier 24. Base these mooring locations on concerns for visibility from the Embarcadero and inland areas, the maintenance of Bay views from uses on adjacent piers, the ability to provide visitor drop-off and service access, and the availability of nearby enclosed parking for on-board commercial recreation uses.

POLICY 36

Assure that historic ships moored in the area meet the following criteria for approving the restoration of the ships: high quality of rehabilitation, historical accuracy, appropriate scale, silhouette quality, detail quality, color scheme and guarantee of continued maintenance. Use night lighting on ships to accent surroundings but not to overpower or commercialize the waterfront.

POLICY 37

Assure that new buildings use the most cost-effective energy efficient measures feasible.

SUBAREAS

FISHERMAN'S WHARF AREA

OBJECTIVE 11

TO MAINTAIN AND ENHANCE THE MARITIME CHARACTER OF THE FISHERMAN'S WHARF AREA, AND ENHANCE THE AREA AS A CENTER FOR THE COMMERCIAL FISHING INDUSTRY.

POLICY 1

Encourage the retention and expansion of the commercial fishing and fish handling industry and businesses which provide services to the fishing fleet through construction of a new breakwater in the general area of the Hyde Street pier.

POLICY 2

Permit only those Bay-oriented commercial recreation and assembly facilities on the Hyde Street Pier, and along Fish Alley which are incidental to their primary commercial fishing industrial use. Permit commercial office (not related to the fishing industry), hotel and residential convenience retail, institutional and accessory parking uses on Pier 45. Parking shall be enclosed within a structure.



POLICY 3

Encourage preservation and restoration of the maritime character of Fish Alley.

POLICY 4

Encourage a use of materials and design of new and existing buildings and public improvements which enhance the area's historic maritime character. Require that any identification signs be subdued and harmonious with this character. Prohibit garish, flashing and general advertising signs.

POLICY 5

Encourage the development of a small-boat marina in the Pier 41 to 37 area with any parking provided inland of The Embarcadero.

OBJECTIVE 12

TO STRENGTHEN THE AREA'S ATTRACTION AS A WATER-ORIENTED COMMERCIAL RECREATION AND PUBLIC ASSEMBLY CENTER BY EXPANDING THE AREA OF THIS ACTIVITY TO THE EAST, LIMITING ADDITIONAL CONCENTRATION OF SUCH ACTIVITIES WEST OF POWELL STREET AND DEVELOPING USES WHICH WOULD GENERATE ACTIVITY AT TIMES OTHER THAN THE EXISTING PEAK PERIODS.

POLICY 1

Permit additional water-oriented commercial recreation and public assembly (except hotels and boatels) development such as restaurants, entertainment and specialty shops in the Pier 41 to 37 waterfront area in conjunction with a major waterfront park along the sea wall. Any necessary parking should be provided inland of The Embarcadero. The park should include a minimum of 5 to 6 acres of water-oriented landscaped open space unrelated to commercial uses. Commercial uses should be water-oriented and complementary in scale to those in the rest of the Fisherman's Wharf area. Platforms constructed to support commercial uses should not cover a greater amount of the Bay than 50 percent of any previously existing fill (Piers 37, 39 and 41) which is removed. The Embarcadero should be narrowed in this area to accommodate the development of the waterfront park.

POLICY 2

Limit additional commercial recreation and public assembly development such as restaurants, entertainment and specialty shops in the Fisherman's Wharf area west of Powell Street because of the existing heavy concentration of such uses and the resulting evening and weekend peak period congestion. Employ measures to mitigate the impact of any such additional development.

POLICY 3

Develop the area bounded by Taylor and Jefferson Streets and the water's edge in a manner which reduces the area devoted to surface parking and retains a feeling of openness and gives special attention to the provision of public open space, access to the water's edge and pedestrian movement.

POLICY 4

Balance existing commercial recreation and public assembly uses which generate the most activity in summer, on weekends and during the evening, with uses, such as offices and residences, that would generate activity during other periods, thereby promoting the vitality and use of the area without substantially contributing to congestion. In particular, promote the development of housing on inland sites wherever possible.

OBJECTIVE 13

TO DEVELOP A TRANSPORTATION SYSTEM WHICH IMPROVES ACCESS FOR PEOPLE AND GOODS TO AND AROUND THE FISHERMAN'S WHARF AREA WHILE MINIMIZING THE ADVERSE ENVIRONMENTAL IMPACTS ON THE AREA.

POLICY 1

Improve the roadway system to facilitate truck access to the fishing industries to discourage through-traffic from entering the area and to divert as much automobile traffic as possible before reaching the water's edge and areas of intense pedestrian activity such as Jefferson Street. Do not increase the capacity of the roadway system to accommodate the automobile.

POLICY 2

Minimize the intensity of automobile activity and discourage or prohibit commercial-tourist uses which rely heavily on the automobile for their

success. Strictly control additional parking facilities and locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Discourage vehicular access to parking facilities from Jefferson Street.

POLICY 3

Facilitate access into and within the Fisherman's Wharf area by transit through the provision of exclusive rights-of-way and other preferential treatment, through the extension of additional transit lines, improving frequency, speed, hours of operation, and providing clearly identified loading areas and routes. Establish a rail/bus transit line on Jefferson and Beach Streets, providing access to the Ferry Building and the South of Market area. Extend the Powell and Mason Cable Car line on Taylor Street to a location north of Jefferson Street. Allow truck access to the plaza in Fish Alley.

OBJECTIVE 14

TO PROVIDE MAXIMUM OPPORTUNITIES FOR ENJOYING THE BAY AND ITS RELATED ACTIVITIES BY PROVIDING PUBLIC OPEN SPACE AND CIRCULATION AREAS WHICH SAFELY AND COMFORTABLY ACCOMMODATE THE MOVEMENT OF PEDESTRIANS.

POLICY 1

Develop generally continuous public pedestrian access to the water's edge, excepting areas occupied by maritime activities. In those areas, provide that public viewing and access which will not substantially interfere with these activities.

POLICY 2

Remove existing parking over the water or near the water's edge to minimize conflicts between vehicles and pedestrians and enhance perimeter access.

POLICY 3

Develop public open space areas in Fisherman's Wharf to provide a relief from the intense level of activity. Develop a major plaza at the foot of Taylor Street between Jefferson Street and the water's edge that would focus pedestrian and transit movement at the center of Fisherman's Wharf. Develop a major waterfront park along the bulkhead in the Pier 41 to 37 area. Develop an urban park at the foot of Columbus Avenue, bounded by Leavenworth and Beach Streets, that would provide a visual and functional termination of Columbus Avenue. Create a plaza in Fish Alley adjacent to Leavenworth Street north of Jefferson Street as part of an open fish market. Allow truck access to the plaza in Fish Alley.

BASE OF TELEGRAPH HILL AREA**OBJECTIVE 15**

TO RETAIN EXISTING MARITIME AND MARITIME-RELATED ACTIVITIES.

POLICY 1

Encourage the continued use of Piers 35 through 9 as active maritime piers.

POLICY 2

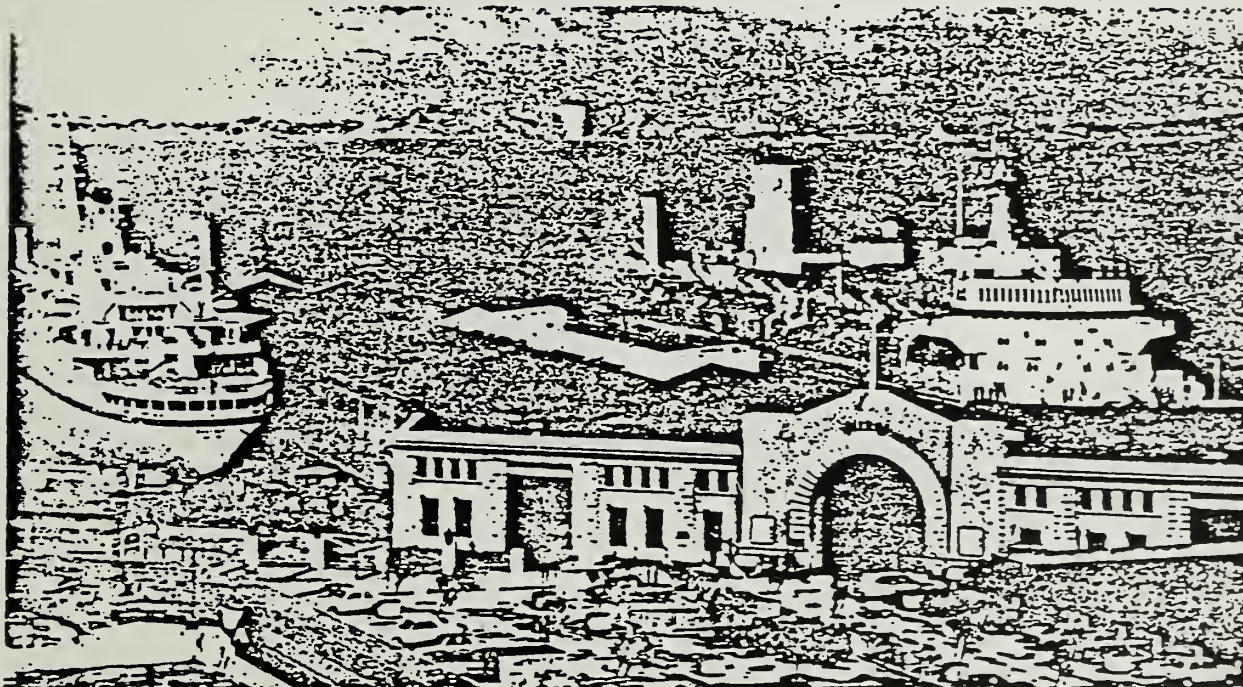
Give priority to the maintenance of Pier 35 and its renovation as a modern, functional passenger terminal with associated commercial recreation uses such as restaurants and shops. Only if it should prove impossible to retain Pier 35 should another pier on the Northeastern Waterfront be considered for such use.

OBJECTIVE 16

TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

POLICY 1

Retain architecturally interesting and historically significant buildings or buildings which contribute substantially to the overall architectural character of the area. In particular, every effort should be made to preserve the Italian Swiss Colony Building, the Pelican Paper Company Warehouse, and the Trinidad Bean and Elevator Company Warehouse.



POLICY 2

Ensure the compatibility of new development with the area's historic and architectural maritime character in terms of scale, materials and design.

OBJECTIVE 17

TO DEVELOP A DIVERSITY OF ADDITIONAL ACTIVITIES WHICH WOULD STRENGTHEN THE EXISTING PREDOMINANT USES IN THE BASE OF TELEGRAPH HILL AREA AND ACTIVITIES WHICH WOULD EXPAND THE PERIOD OF USE, BUT OF AN INTENSITY WHICH WOULD PROVIDE A RELIEF FROM THE ADJACENT DOWNTOWN AND FISHERMAN'S WHARF AREAS.

POLICY 1

Consistent with policies 2 and 3 encourage development of uses which would strengthen the area's predominant uses of professional and general offices and design-related activities.

POLICY 2

Encourage the development of residential uses as a major use in this area. Such use should be especially encouraged immediately adjacent to Telegraph Hill and at the upper levels of commercial development.

POLICY 3

Encourage the development of a limited amount of uses such as shops, restaurants, entertainment and hotels which generate activity during evenings and weekends, but not of such an intensity or concentration as to create a major recreation or entertainment center.

POLICY 4

Develop the area to a lesser intensity of activity than the adjacent downtown and Fisherman's Wharf areas in order to provide a relief in intensity from those areas.

POLICY 5

Minimize the intensity of automobile activity and discourage or prohibit uses which rely heavily on the automobile for their success, generate automobile traffic, and require large amounts of parking. Strictly limit parking developed with new uses.

POLICY 6

Encourage the provision of landscaping and publicly accessible open space in new development in the Base of Telegraph Hill area.

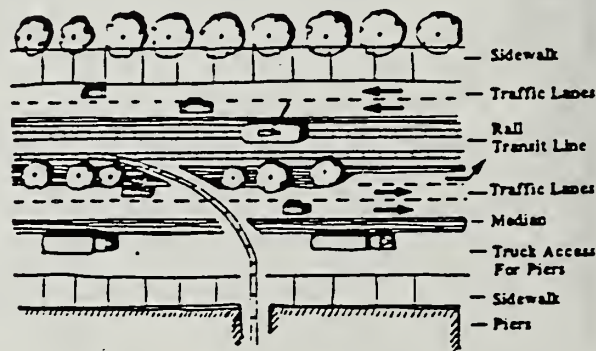
OBJECTIVE 18

TO DEVELOP A BALANCED TRANSPORTATION SYSTEM WHICH ACCOMMODATES REGIONAL AND LOCAL MOVEMENT WHILE CAUSING MINIMUM ADVERSE IMPACT TO THE ENVIRONMENT.

POLICY 1

Improve The Embarcadero between North Point Street and Broadway as an attractive landscaped roadway having two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas.

This policy could be implemented in the manner shown in the following illustrative plan of the Embarcadero roadway.



POLICY 2

Discourage through traffic except in those limited areas designated for this movement.

POLICY 3

Encourage a portion of the surface regional transit to use inland routes to the downtown to minimize the impact on the waterfront.

OBJECTIVE 19

TO DEVELOP THE AREA IN SUCH A WAY AS TO PRESERVE AND ENHANCE THE PHYSICAL FORM OF THE WATERFRONT AND TELEGRAPH HILL, AND TO PRESERVE VIEWS FROM THE HILL.

POLICY 1

Maintain low structures near the water, with an increase in vertical development near Telegraph Hill.

POLICY 2

Avoid the blockage of private and public views and maintain sightlines between the waterfront and Telegraph Hill.

FERRY BUILDING AREA**OBJECTIVE 20**

TO DEVELOP A MAJOR RESOURCE OF OPEN SPACE PROVIDING MAXIMUM ACCESS TO THE BAY FOR THE LARGE NUMBER OF PEOPLE WHO LIVE IN, WORK IN AND USE THE ADJACENT DOWNTOWN AREA, PROVIDING RELIEF FROM THE INTENSELY DEVELOPED DOWNTOWN.

OBJECTIVE 21

TO DEVELOP A MIXTURE OF USES WHICH WILL PROVIDE A TRANSITION BETWEEN THE INTENSE CONCENTRATION OF OFFICE ACTIVITY IN THE DOWNTOWN AREA AND THE RECREATION ACTIVITIES OF THE WATERFRONT, WHICH WILL GENERATE ACTIVITY DURING EVENINGS AND WEEKENDS TO COMPLEMENT THE WEEKDAY OFFICE USES IN THE ADJACENT DOWNTOWN AREA.

OBJECTIVE 22

TO DEVELOP A LIMITED AMOUNT OF NON-MARITIME DEVELOPMENT ON PIERS AND ALONG THE SEAWALL TO GENERATE WATERFRONT ACTIVITY, TO PROVIDE VISUAL AND ACCESS IMPROVEMENTS AND TO PRODUCE REVENUE FOR THE PORT.

OBJECTIVE 23

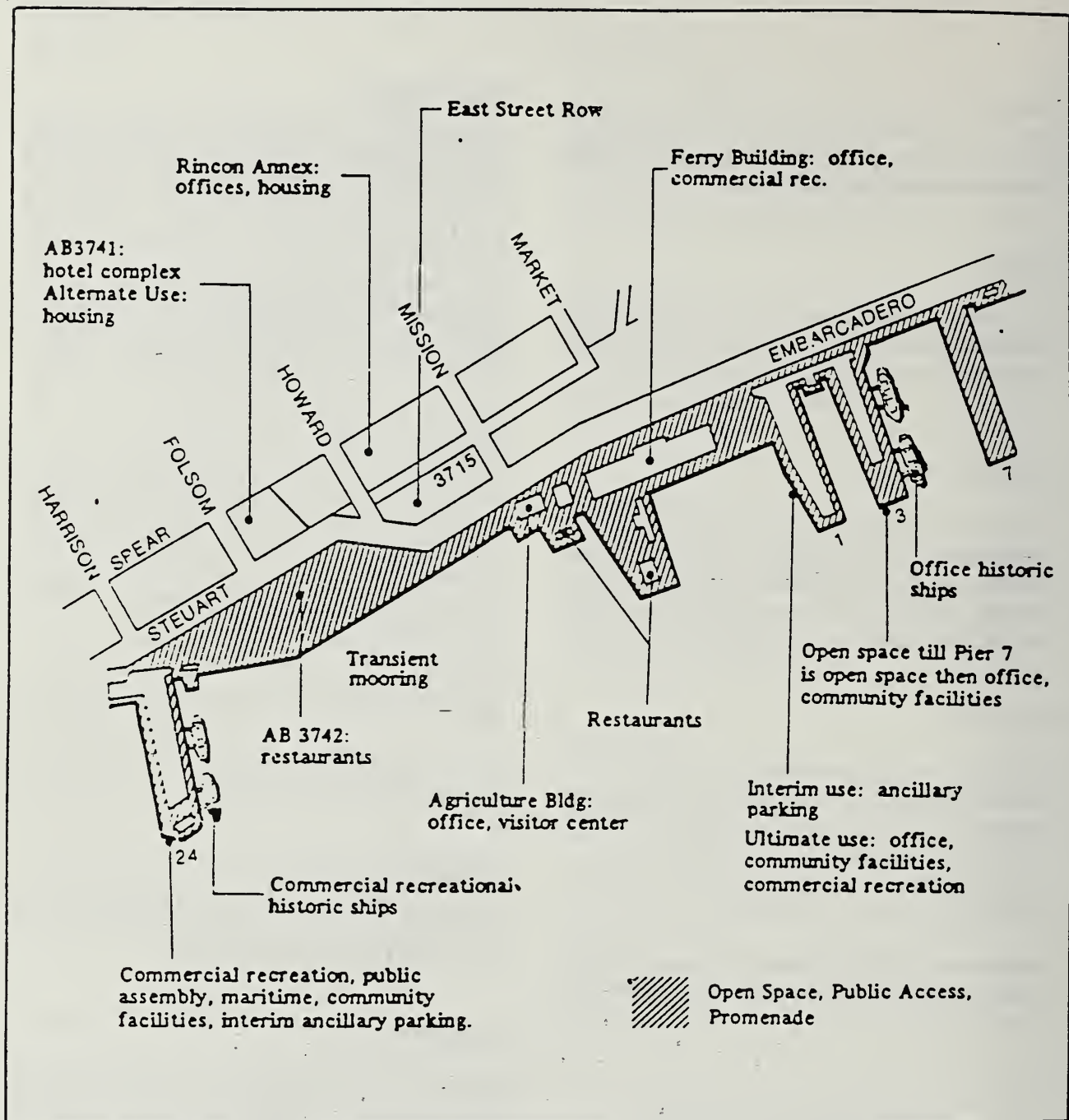
TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

OBJECTIVE 24

TO MAXIMIZE VIEWS OF THE WATER AND OF WATERFRONT ACTIVITY.

OBJECTIVE 25

TO FURTHER DEVELOP THE FERRY BUILDING AREA AS A MAJOR TRANSIT CENTER, IMPROVING TRANSIT ACCESS BY AND TRANSFERS AMONG THE TRANSIT LINES AND SYSTEMS, AND REDUCING THE IMPACT OF TRAFFIC SYSTEMS ON THE AREA.



FERRY BUILDING AREA
Land Use Plan



Map 4

POLICIES

Pier 7

POLICY 1

Use either Pier 7 or Pier 3 for permanent public open space. The approximate magnitude of the open space should be that of the existing pier. Remove parking from Pier 7 when current lease expires. Retain portions of pier for walkable, usable open space and fishing for as long as structurally feasible, then remove pier. If Pier 3 is developed for offices, rebuild Pier 7. Develop Pier 7 (or Pier 3 until Pier 7 is rebuilt) for open space, public recreation and public access for users of all age groups. Encourage fishing and provide a sheltered area for wind protection and appropriate landscaping. If feasible, use wood planking on decks and illuminate for nighttime use. Prohibit parking on the pier.

POLICY 2

Develop according to the following program:

- Open space on pier (approx. two acres)
- Community facilities in Pier 3 bulkhead building if Pier 3 is open space pier (16,000 to 32,000 s.f.)

Pier 5

POLICY 1

Remove deteriorated Pier 5, its bulkhead wharf, and bulkhead building and maintain as open water.

POLICY 2

Remove the northerly portion (approximately 75 feet) of the bulkhead building and rehabilitate the remaining portion. Provide views of the water from the

Embarcadero through the building by opening the central archway. Provide a pedestrian walkway on the bay side of the building.

Pier 3

POLICY 1

If Pier 3 is the open space pier instead of Pier 7, then design the Pier 3 open space according to the guidelines shown above for Pier 7.

POLICY 2

If Pier 7 is developed for open space, construct a two-story shed-like structure on Pier 3 for office and community facility use, with windows and skylights that are in keeping with the simple lines, scale and design of surrounding pier sheds. Avoid small connected buildings in the design of the new structure. Slope roof surfaces as on existing pier sheds.

POLICY 3

Encourage construction of a two-story atrium to function as a common area in the center of the shed with two floors of offices on either side with skylights over the atrium. Encourage the use of exposed metal or wood trusses to the extent feasible.

POLICY 4

Provide continuous peripheral public access areas covered with wood planking around the water sides of the pier. Create a plaza of approximately one-half acre open to Bay views at the eastern end of the pier linked to the public access areas. Permit fishing and include benches and wind protection. Use wood planking over the deck and light the plaza for nighttime activities. Permit a pedestrian walkway connecting Piers 3 and 1 for public access, fishing and safety.

POLICY 5

Develop Pier 3 according to the following program:

- Office and community facilities (2 stories; up to 120,000 s.f.)
- Public access-perimeter aprons (no less than 22,000 s.f.)
- Plaza-eastern end of pier (no less than 22,000 s.f.)

POLICY 6

Remove the northerly portion (approximately 50 feet) of the bulkhead building and rehabilitate the remaining portion of the building. Permit an extension of the bulkhead building onto the pier, providing a pedestrian walkway around it. Remove all obstructions between the Pier 5 bulkhead building and the modified Pier 3 bulkhead and develop the approximately 100' opening between the buildings as a small public plaza with seating and landscaping.

POLICY 7

Permanently moor up to two office-oriented historic ships on the north side of Pier 3.

POLICY 8

Develop according to the following program:

Historic Ships

North side Pier 3 permanent mooring:

Fresno or other office-oriented historic ship

- Office-existing (up to 20,000 s.f.)
- Public access (no less than 7,500 s.f.)

Santa Rosa or other office-oriented historic ship

- Office (up to 14,000 s.f.)
- Commercial recreation (up to 6,000 s.f.)
- Public access (no less than 7,500 s.f.)

Pier 1 - 1/2**POLICY 1**

Rehabilitate the bulkhead building and historically restore the shed for a museum and/or offices. Maintain the existing openings on either side of the Pier 1-1/2 entry and between the bulkhead building and shed and allow public circulation through these spaces.

Pier 1**POLICY 1**

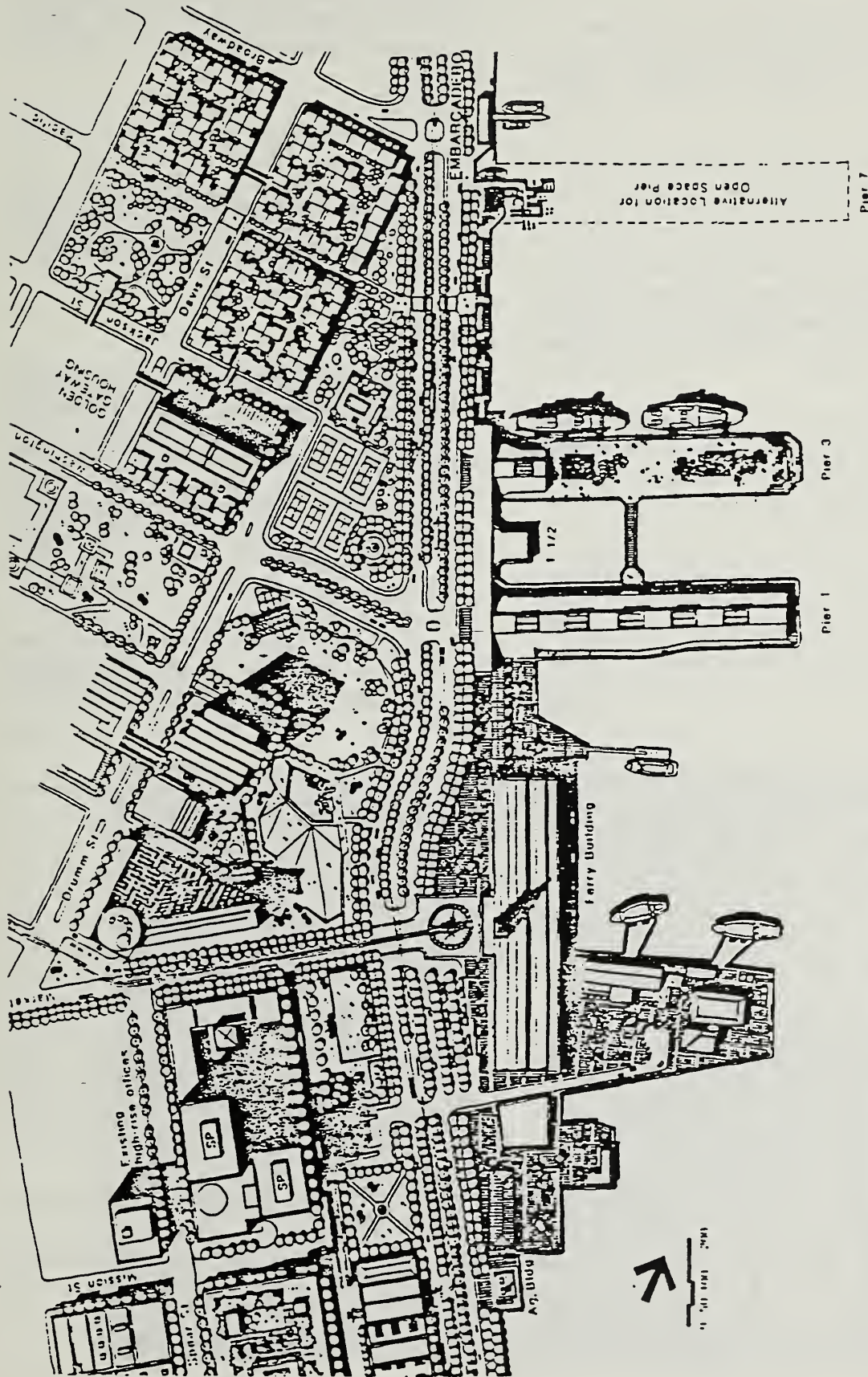
Remove the parking from the north apron and shed areas. Permit replacement of the existing shed with a three floor structure but retain bulkhead building. Provide continuous peripheral public access around the water sides of the pier.

POLICY 2

Permit mainly office use with galleria/exhibit space and permit minor commercial recreation use to integrate Pier 1 into the overall Ferry Building development.

Promenade**POLICY 1**

Develop a promenade from Piers 7 through 1. Design the promenade to be a simple, elegant statement of movement along the water's edge and make it appear to be an extension of the promenade to the south of the Ferry Building. Maintain visual continuity along the water and create a variety of water-edge experiences. Landscape the promenade and where it will not block view corridors, use a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture including wind protected seating areas and pedestrian scale lighting.



FERRY BUILDING AREA NORTH
Illustrative Plan

POLICY 2

Develop according to the following program:

- Promenade from Piers 7 through 1 (approx. 50,000 s.f.)

Ferry Building

POLICY 1

Restore and adaptively reuse the Ferry Building in general accord with the "Design Guidelines for the Restoration and Adaptive Reuse of the Ferry Building," dated July 1978.

Permit the addition of two new wings on the bay side of the building separated by a plaza. Create a central atrium and a galleria running the length of the building.

POLICY 2

Reuse the Ferry Building as follows: predominantly commercial recreation (shops and restaurants) on the ground floor; predominantly offices on

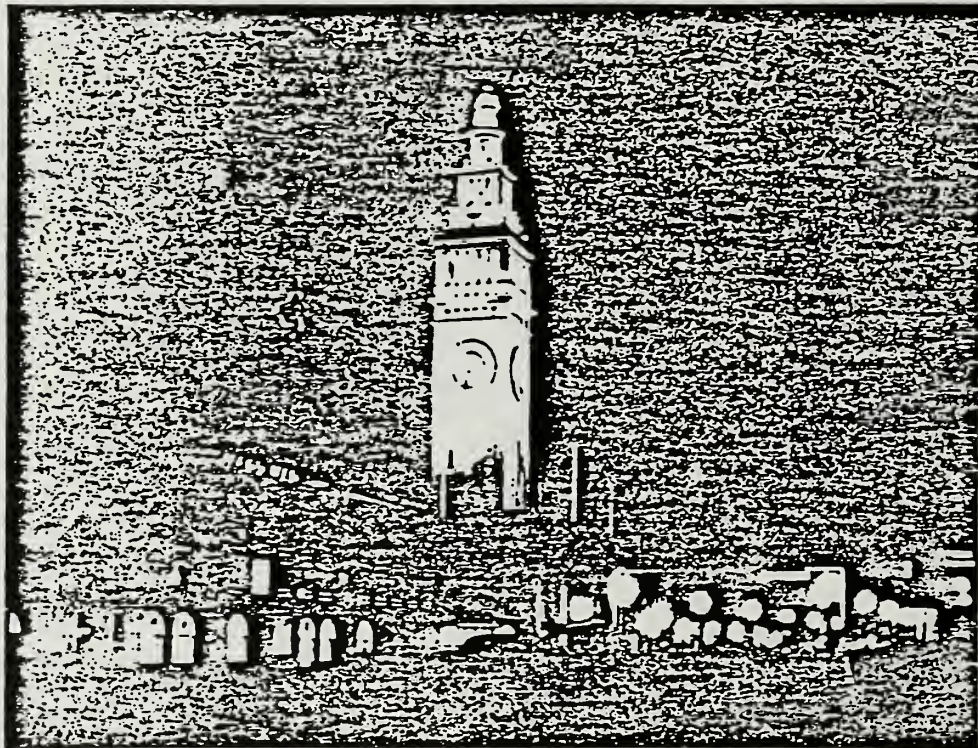
the second floor; predominantly office use on the third floor. Permit an additional partial fourth floor east of the existing nave for office use; limit its height to the height of the peak of the existing nave monitors.

POLICY 3

Replace the dilapidated portions of the bulkhead wharf between Pier 1 and the Ferry Building. Remove the existing structure and create a plaza.

POLICY 4

Create a plaza for passive recreation uses in front of the Ferry Building between Pier 1 and the Agriculture Building by the removal of parking and the reduction in width to two northbound lanes of the Embarcadero roadway. Design the plaza to create a visual setting for the Ferry Building and a symbolic terminus to Market Street. If found to be feasible after further analysis, extend the California Street cable car down Market Street to the plaza and create a MUNI bus stop adjacent to the east-west axis of the plaza along the Embarcadero. Use street furniture that provides weather protection and install additional ornamental double light fixtures like those presently used along the Embarcadero.



POLICY 5

Improve pedestrian access through the Ferry Building between the Golden Gate Ferry Terminal and the Embarcadero. Create a continuous walkway along the eastern side of the Ferry Building of approximately 10,000 to 20,000 square feet that is separate from service vehicle access.

POLICY 6

Allow on the BART Platform, immediately east of and related to the Ferry Building, minor amounts of outdoor commercial uses which are consistent with the use of the Platform as open space, such as a cafe, outdoor dining and flower vendors. Retain the existing restaurant, plaza, and ferry terminal. Relocate the existing ferry pier from between Pier 1 and Ferry Building to the south side of the BART Platform.

Agriculture Building**POLICY 1**

Restore and adaptively reuse the Agriculture Building. Retain the original 1915 facades. Remove the 1918 addition and construct a new bay-side addition. Provide a galleria running the length of the building open at either end to connect with public outdoor spaces including tidal stairs adjacent to the Embarcadero Promenade. Permit the addition of a partial third floor, to be higher, except for the galleria skylight, than three feet above the peak of the existing roof. Use the first floor as a food hall and the second and third floors as a dining club to be relocated from the Ferry Building. Create a continuous walkway at the eastern side of building at least 15 feet wide.

POLICY 2

Remove the parking on the platform adjacent to the existing restaurant. Retain the existing restaurant.

Between Agriculture Building & Pier 24**POLICY 1**

Develop a promenade between the Agriculture Building and Pier 24. Maintain visual continuity along the water and create a variety of wateredge experiences. Landscape the promenade where it will not block view corridors. Plant a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture to include wind protected seating areas and pedestrian scale lighting.

POLICY 2

Maintain open water where dilapidated Piers 14 through 22 have been removed as a visual relief to the intensely developed Downtown. Allow a buoy system for transient mooring at minimum cost for approximately 50 boats and include a boat shuttle service.

POLICY 3

Preserve and restore, and if no longer needed in its current use, adaptively reuse the Fire House at Pier 22 1/2.

Pier 24**POLICY 1**

Provide continuous perimeter pedestrian access around the water sides of the pier. Provide a direct connection from the promenade to the north apron and continue design details from the promenade onto the apron. Develop the open deck at the pier's eastern end at the Bay Bridge pylon for fishing. Install trash cans, benches, and lighting.

POLICY 2

Allow the development of a limited amount of restaurants. Permit use of the 70,000 square foot shed for some unique commercial recreation, some community facility, and/or public assembly and/or maritime uses, but exclude specialty retail, hotel, and boatel uses. Orient this development towards local residents rather than tourists. Moor up to two commercial recreation-oriented historic ships on the pier's north side provided no such ships remain moored at Pier 3. Permit in the shed the minimum amount of short-term parking necessary to serve uses at the pier until inland parking sites are available.

POLICY 3

Develop according to the following program:

- Public access-perimeter aprons (no less than 20,000 s.f.)
- Fishing plaza-east end of pier (no less than 20,000 s.f.)
- Mooring of up to two commercial recreation historic ships (see program for Pier 3 above)
- Within the 70,000 s.f. shed, a combination of some or all of the following:
 - Restaurant and bar (up to 10,000 s.f.)
 - Other uses as per above program (up to 70,000 s.f.)
 - Short-term ancillary parking (up to 50,000 s.f.)
- Within the 30,000 s.f. bulkhead building between Piers 24 and 26:
 - Office (up to 30,000 s.f.)
 - Restaurant (up to 5,000 s.f.)

East Street Row

POLICY 1

Retain and as needed rehabilitate the YMCA and adjacent hotel buildings. Historically restore the

Audiffred Building for commercial use. Infill vacant sites with buildings of similar scale, character and use. Allow housing up to 110 dwelling units per acre as an alternative to office use on Lots 8 and 12 of this Block 3715.

Rincon Annex

POLICY 1

Retain and restore as a historic landmark, the Rincon Annex Building, including the lobby and murals but excluding the loading docks. Adapt the building to new uses compatible with preservation. Consider re-use of the lobby as a local post office and/or museum and adapt the remainder of the building to a variety of commercial uses such as offices. If feasible, utilize the building's roof for a public garden and permit development of restaurants in the existing towers. Consider adding skylights compatible with the roof design and/or a new interior court.

POLICY 2

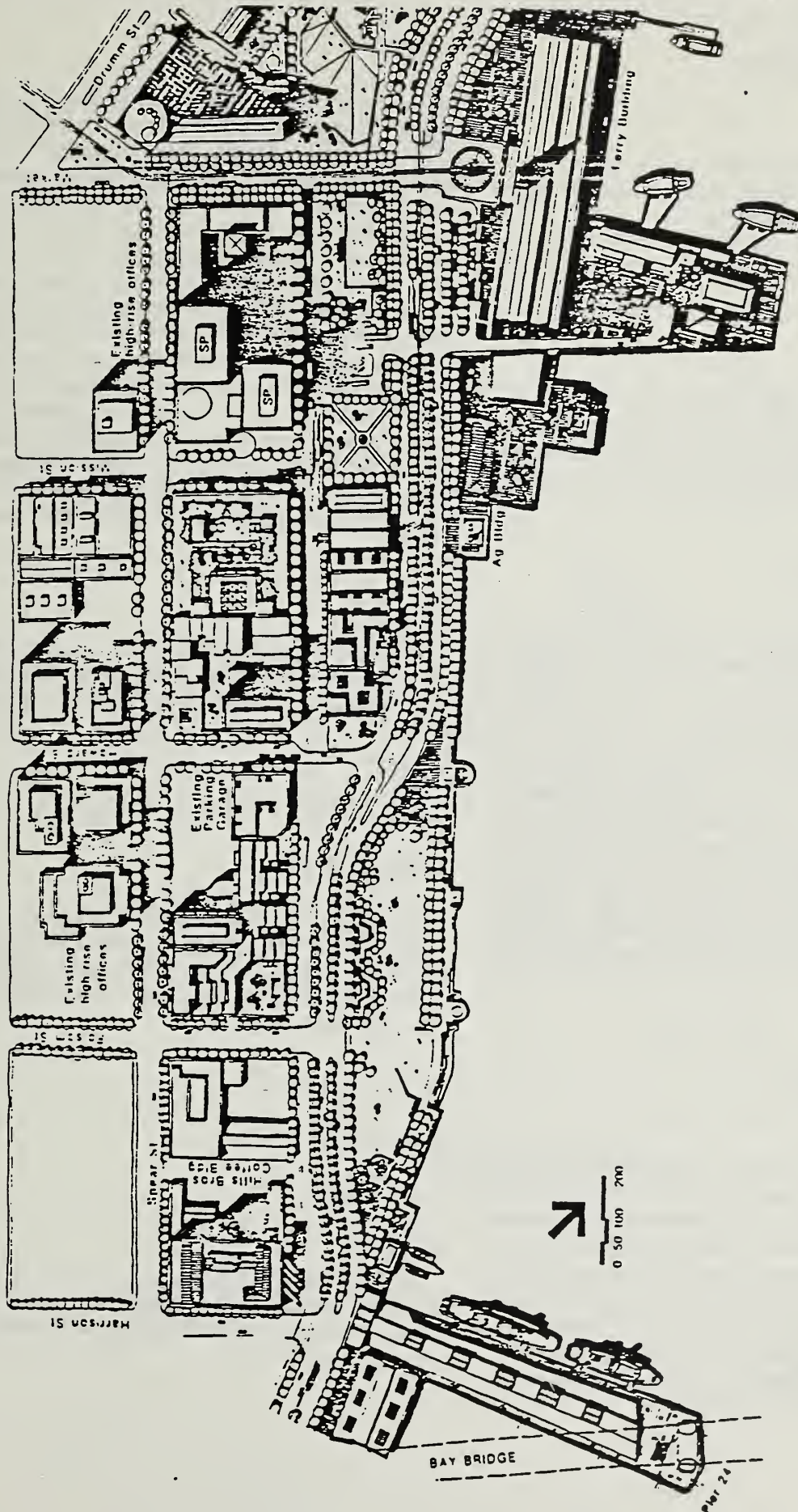
Develop a predominantly residential mixed-use complex with lower floor offices and ground floor commercial support uses on the rear (southern) portion of the Rincon Block according to the following program:

- Housing (approx. 400 units)
- Ancillary parking (approx. 400 spaces)
- Lower floor office and ground floor commercial support (approx. 35,000 s.f.)

Design the new development with consideration for its historic environment and relationship to the East Street Row, Rincon Annex, the Ferry Building and Hills Brothers Coffee Building.

POLICY 3

Close Steuart Street between Mission and Howard to through traffic.



FERRY BUILDING AREA SOUTH
Illustrative plan

Hills Brothers Coffee

POLICY 1

Retain Hills Brothers Coffee facility in its current use as long as possible and accommodate its needs for truck access and parking.

Block 3741

POLICY 1

Develop a 400 to 800 room hotel complex. 98 Folsom may be removed if necessary to accommodate the hotel. Retain the existing height limits. In the alternative, develop housing with a density range of 150 to 300 units per acre.

POLICY 2

Design the hotel to maximize views and sunlight and minimize wind exposure. Perform wind tunnel and sun studies prior to final design approval. - Locate taller elements as far west and north as possible to reduce shading on waterfront open space. Locate elevator cores and service areas towards the Embarcadero Freeway to the greatest extent feasible to screen noise and minimize impacts on the rest of the complex and open spaces. If feasible, use roof surfaces for gardens, terraces, and balconies. Develop balconies to take advantage of views and break up the building's mass. Use light colors on the building exterior and encourage bright accents to liven surfaces.

Inland Site

POLICY 1

Reroute the Embarcadero roadway onto Steuart Street between Howard and Harrison Streets. In the strip vacated by the Embarcadero and on Blocks 3742 and 3743, build a public park adjacent to and inland of the promenade. Orient the park to the Bay and relate the park to the recreational preferences of residents rather than tourists. Provide large grassy open areas, a range of recreational equipment including a play structure, a tot lot, benches, game tables under shelter, and restrooms.

POLICY 2

Allow up to 12,000 square feet of space on the inland site north of Folsom Street to be used for a "Tavern-on-the-Green" type restaurant(s) and plaza. Design the restaurants to include opportunities for indoor and outdoor dancing and dining and for special events. Develop hard surface plaza areas and terraces which can vary in elevation adjacent to the restaurant(s) to create a variety of spaces and viewing experiences. Use landscaping and glass screens to protect from winds. If feasible, provide outdoor heating in selected areas to extend the seasonal and night-time comfortable usage of plazas. Encourage the restaurant(s) to expand their seating into portions of the plazas but ensure that the plazas do not become the sole territory of private establishments. Provide seating which does not exclusively require patronage to adjacent restaurants.

POLICY 3

Change the Height and Bulk District on Block 3742 from 84-E to 40-X. Change the Height and Bulk District on the rest of the Inland Site to open space.

NORTH CHINA BASIN AREA

OBJECTIVE 26

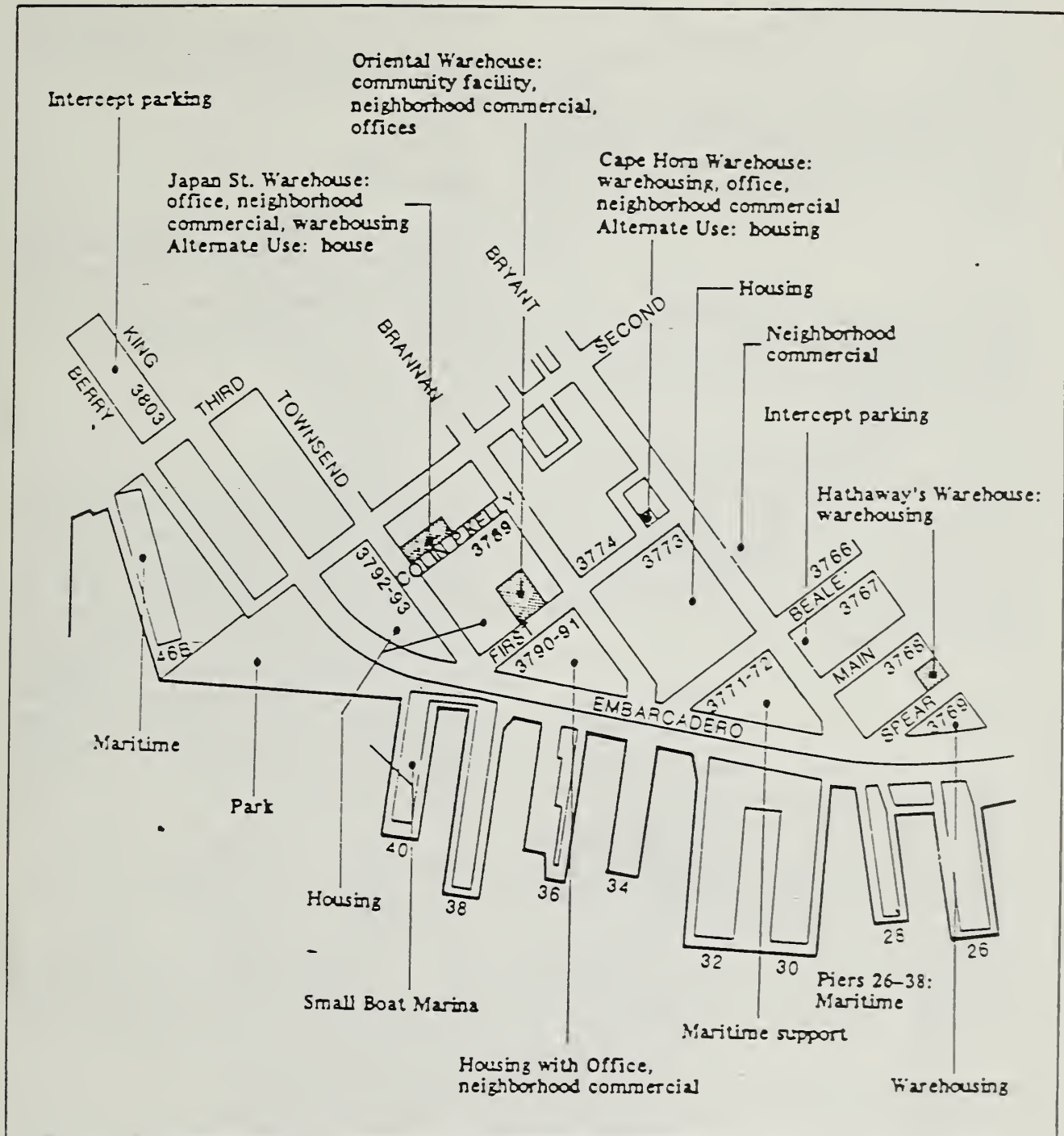
TO ENHANCE THE ECONOMIC VITALITY OF THE AREA AND CAPITALIZE ON ITS UNIQUE LOCATION AND ENVIRONMENTAL ATTRIBUTES FOR BOTH MARITIME AND RESIDENTIAL DEVELOPMENT.

POLICIES

Piers 26-38

POLICY 1

Continue Piers 26-38 in maritime use and provide auto, truck, and rail access as required to enhance their maritime utility.



NORTH CHINA BASIN AREA
Land Use Plan

→
Map 5

Blocks 3766-3771

POLICY 1

Develop intercept commuter parking for 400 to 800 cars on the southern part of Block 3767, under the Bay Bridge between Main, Bryant, and Beale Streets.

POLICY 2

Preserve Hathaway's Warehouse and continue viable warehousing uses on Blocks 3768 and 3769 between Harrison, the Embarcadero, Bryant and Main Streets.

POLICY 3

On Blocks 3770 and 3771 between Bryant, the Embarcadero, and Beale Streets, close Main Street and develop parking, truck, and rail access to support and enhance the maritime uses on adjacent Piers 26 through 38.

POLICY 4

Limit the height of any structure built on the northwest corner of Bryant and Beale Streets (Block 3766, Lot 7) to 24 feet. Ensure that such structures have a low profile and subdued design and color so as not to detract from the dramatic appearance of the adjacent Bay Bridge abutment. Screen the building with generous landscaping, including tall trees behind the building along the bridge abutment to relate to the trees to the west of the site. Provide vehicular access to the site only from Beale Street.

Piers 40-46A

POLICY 1

Remove Piers 42, 44, 46A and the easternmost wooden portion of Pier 40.

POLICY 2

Develop a small boat marina of approximately 400 slips for public pleasure craft from Pier 40 to Pier 46A.

POLICY 3

On Pier 40, provide a full range of services including boat building and repair facilities, day dock storage, sail maker, boat sales and rental, ship chandlery and other uses related to the marina. Construct a breakwater along the southern end of the marina and encourage fishing on it.

POLICY 4

Design any new or rehabilitated buildings on Pier 40 to reflect the bold, simple lines of traditional pier sheds. Provide continuous peripheral public access along the water sides of the pier including sitting and fishing areas, except for portions of the pier which may remain in ship repair use and related activities, where such public access might conflict. Locate a prominent sitting area at the eastern end of the pier. Ensure that pier railings and other design elements be compatible with the promenade and breakwater design. Do not obstruct navigational requirements of major ships between Piers 38 and 40.

Public Park

POLICY 1

Between King and Second Streets and the Seawall, provide approximately five to seven acres of predominantly soft-surface park for recreational use.

POLICY 2

Remove or relocate the ramp structure to Pier 46B as soon as feasible. Include areas for active sports such as volleyball and separate areas for passive

activities such as sitting, game tables under shelter, and a tot lot. Include toilet and drinking facilities. Buffer the park from the Embarcadero with devices such as landscaping, berms, and changes in elevation. Provide for drop-off parking to serve the Dolphin P. Rempp Restaurant. Allow a limited amount of parking with auto access from Second Street for the office building that may remain. Provide a hard-surface pedestrian promenade along the water's edge with opportunities for sitting and viewing. Connect the promenade to the peripheral public access areas on Pier 40 and to the breakwater. Permit pedestrian access to the marina only from the pier and breakwater and not directly from the park. Give special care to the location of a boat ramp. Prohibit commercial activities in the park but allow a limited amount of commercial recreation use incidental to and supportive of the open space. Provide promenade railings and other elements of a design compatible with the pier and breakwater.

Residential Neighborhood

POLICY 1

Develop mixed-income housing at an overall density of approximately 85 to 95 units per acre with the minimum density being 40 units per acre and the maximum density being 110 units per acre, with appropriate open space and neighborhood support uses on Blocks 3773, 3792, 3793 and portions of Blocks 3774 and 3789.

POLICY 2

Develop housing in small clusters of 100 to 200 units. Provide a range of building heights between 4 to 9 stories with no more than 40 feet in height along the Embarcadero and stepping up in height on the more inland portions to the maximum of 105 feet. Orient the mix of unit types to one and two bedrooms and include some three and four bedroom units. Pursue as the income and tenure goals, a mix of 20 percent low, 30 percent moderate and 50 percent middle and upper income, and a mix of rental, cooperative, and condominium units.

POLICY 3

Organize the housing clusters to maximize views to the water and downtown as well as sun exposure while minimizing shading of open space and blocking of views from adjacent areas. To the extent feasible, locate family units on ground floor levels adjacent to open space and recreational areas. Provide personalized entryways and private open space to all units. Orient the buildings to provide privacy and security.

POLICY 4

Design the structures and dwelling units to express character and diversity. Incorporate high standards of indoor and outdoor private space design and convenience and use high quality materials. Express a human scale in surfaces and materials with articulated facades, bay windows, cornice lines, roofscapes, overhangs, towers and chimneys. Use varied light colors to break up building mass and liven surfaces. Design the housing complex to be energy efficient, and consider the use of passive solar systems.

POLICY 5

Incorporate most parking as part of the building within housing clusters. Because garages may be only a half level below grade due to the high water table, landscape or buffer exposed garage edges. Locate residences above parking structures to stabilize them and minimize differential settlement. To the extent feasible, improve the portions of the garage roof not covered by structures for walkways and recreation areas. Use tree wells to allow large trees to grow within residential clusters. Design parking structures to have controlled vehicular access points and direct access to residential units for increased security. Provide additional guest and service parking for the residential units in street rights-of-way or adjacent to the clusters.

POLICY 6

Do not permit buildings to exceed 65 percent coverage of land or parking podium. To the maximum extent feasible, provide open space at ground level and provide planting in the ground. Ensure that any open space on top of a podium provides easy pedestrian and visual transition from the sidewalk.

Housing With Neighborhood Commercial**POLICY 1**

Develop housing on Blocks 3790 and 3791 between Brannan, the Embarcadero, and First Street. In addition, allow neighborhood retail, professional services and other commercial uses oriented to the needs of residents of the adjacent housing and the larger South of Market area.

POLICY 2

Orient buildings to buffer the residential area from the adjacent ship repair activity. Design structures to protect views of the water from the residential areas. Carefully consider roof design and conceal roof equipment because of its visibility from adjacent residences. Landscape flat roofs and finish sloped roofs in attractive materials. Allow exposed parking only if the parking areas are extensively landscaped. Consider the use of turf block instead of asphalt paving.

Historic Preservation**POLICY 1**

Retain and historically restore for adaptive reuse the Cape Horn and Japan Street warehouses and allow small scale offices, neighborhood commercial and warehousing uses. Keep in industrial use that portion of Block 3774, Lot 24 which is needed to expand the manufacturing operation of the abutting industrial activity. If Lot 24 remains in industrial use, the structure on Lot 18 may remain and be used for warehousing. As an alternate use, develop the

sites of the Capehorn and Japan Street warehouses with housing provided that, to the maximum extent feasible, the street-facing facades of the existing structures are incorporated in the new development.

POLICY 2

Historically restore the Oriental Warehouse as the focal point of the residential community; include a combination of such uses as day care, recreation, and neighborhood services, professional offices and shopping. Remove the building to the north along the line of Brannan Street to enhance the form and visibility of the warehouse. Maintain the exterior facade and remove those windows that have been added without regard to the general exterior. Preserve portions of the existing paving as a public plaza and setting for the warehouse and remove unused spur tracks.

Walkways and Open Space**POLICY 1**

Close the following streets completely: Berry between Second and the Embarcadero, the Embarcadero south of King, Main south of Bryant and Fremont south of Brannan. Close the following streets to through traffic, improve them as walkways and allow only limited local and service vehicle access: Townsend between Second and the Embarcadero, Colin P. Kelly Jr. between Townsend and Brannan, First between Brannan and the Embarcadero, Beale between Bryant and Brannan, and Second between King and Berry Streets.

POLICY 2

Develop a major plaza next to the Oriental Warehouse which is centrally located, and connect it to smaller open spaces within the proposed neighborhood. Have walkways open onto small plazas to create intimacy and spatial definition and orient them to be protected from winds. Enhance the feeling of outdoor security through use of lighting, walkways design, ingress and egress points and good surveillance by building orientation.

Pier 46B

POLICY 1

Retain the Pier 46B area for a Port maintenance facility and other maritime uses. If no longer needed by the Port for maritime use develop as a predominantly residential, mixed use development and include parking for the adjacent marina.

Intercept Parking

POLICY 1

Develop intercept commute parking for 400 to 800 cars on part of Block 3803 under the stub end of Interstate-280 between Third, Berry, Fourth, and King Streets.

EMBARCADERO CORRIDOR

OBJECTIVE 27

TO IMPROVE THE EMBARCADERO CORRIDOR IN ORDER TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS, ENHANCE PUBLIC ACCESS TO AND ALONG THE WATER, AND TO ELIMINATE THE BLIGHTING INFLUENCE OF THE ELEVATED FREEWAY STRUCTURE.

POLICIES

Embarcadero Roadway

POLICY 1

Realign the Embarcadero roadway between Broadway and Berry Street as follows:

a) Widen the sidewalks in front of Ferry Building to create a major plaza as an appropriate terminus to Market Street. When the freeway is removed reroute the roadway inland to increase the plaza size;

b) Reroute the roadway inland to Steuart Street from Howard to Harrison Streets to reduce its impact on the waterfront and to create opportunities for water-related activities; and

c) Divert roadway traffic from Berry to King Streets to create opportunities for future water-related uses and to provide a direct transit link to the Southern Pacific Depot. Close Berry east of Second Street and the Embarcadero roadway south of King Street.

POLICY 2

Improve the Embarcadero Roadway as follows:

(a) Provide two lanes each for southbound and northbound traffic with right and left turn channelization at selected intersections;

(b) Include an exclusive right-of-way for transit and freight rail service within the roadway cross-section;

(c) Provide a promenade for pedestrians, joggers and bicyclists along the water side of the roadway;

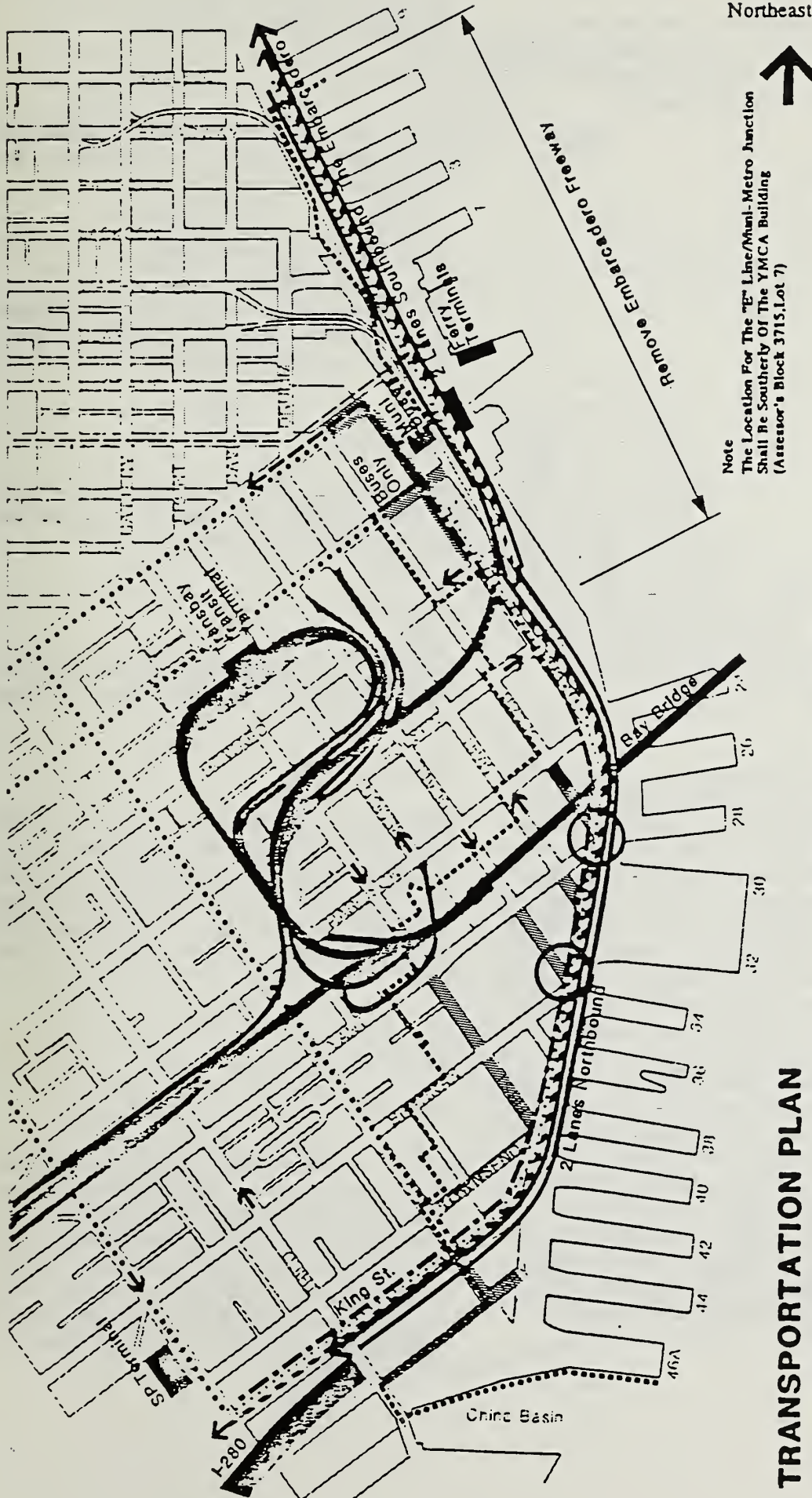
(d) Provide signalized pedestrian crossings, integrated with transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second, and Fourth Streets. Establish traffic signals and speed limits which give priority to pedestrian movement across the Embarcadero roadway; and

(e) Light the roadway with the same ornamental fixtures presently found along the Embarcadero. Lighting levels should be sufficient for public safety while avoiding unnecessary glare. Plant a generally continuous row of large street trees with an irrigation system along the right-of-way, transitway and promenade.

Embarcadero Freeway

POLICY 1

Remove the Embarcadero Freeway from Interstate-80 to Broadway, retaining only the bus ramps into the Transbay Terminal and the Main-Beale off-ramps. To prevent the Embarcadero from becoming

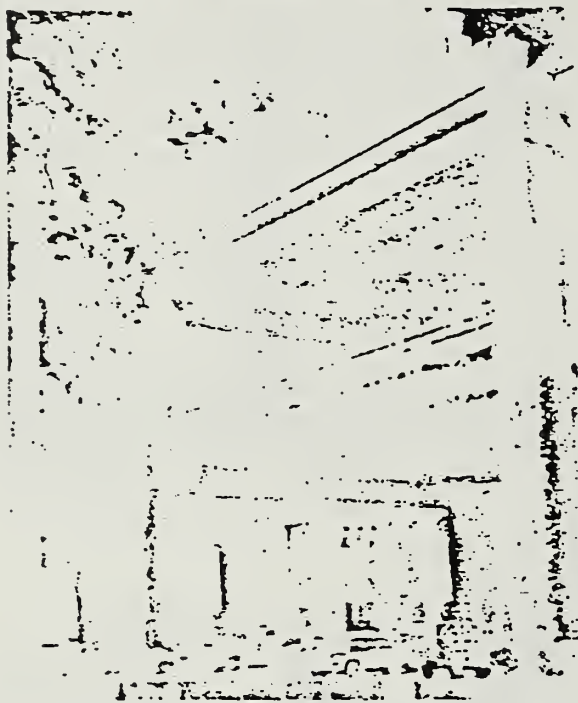


TRANSPORTATION PLAN

- Embarcadero Roadway
- - - Muni-Metro Light Rail Vehicle
- "E" Passenger Rail Line
- . - - Freight Rail (Beltline)
- Transit Preferential Street
- One-Way Streets
- Freeway
- Terminal
- Cable Car
- Closed To Through Traffic
- Improved Intersection Design

Note
The Location For The "E" Line/Muni-Metro Junction
Shall Be Southerly Of The YMCA Building
(Assessor's Block 3715, Lot 7)

ing a major regional traffic corridor and to free major parcels of land for more effective development and increased open space, do not permit direct ramps into the Embarcadero roadway.



POLICY 2

If the elevated freeway cannot be removed in the near future, employ the following techniques for improving its appearance, reducing its impact and modifying its image as a barrier to the waterfront. Mitigate its visual bulk by heavy planting and mounding. Expand the vines which are growing on the freeway columns near the Ferry Building, so that the structure is covered in greenery. Plant a dense row of sycamore and poplar trees near the freeway to break up the massive visual effect. Mitigate noise impacts by applying acoustical material to the underside of the first and second levels in problem areas near the Agricultural Building, Ferry Building, and YMCA. Improve its appearance in the most visually impacted areas, particularly at Broadway, Market and Howard Streets. Remove parking under the freeway to reduce its physical impact and improve the pedestrian environment. Program activities under the structure on a seasonal basis to further modify its image as a physical barrier to the waterfront.

Freight Rail Line

POLICY 1

North of Howard Street, locate the Beltline in the Embarcadero transit median and share tracks with the Embarcadero transit line.

POLICY 2

From Howard Street, relocate the Beltline Railroad to Steuart Street to reduce its impact on the waterfront and create water-related activities.

POLICY 3

Between Harrison Street and Pier 38, keep the Beltline in its present location along the inland side of the Embarcadero roadway.

POLICY 4

South of Pier 38 continue the Beltline on its own track but run it in a center median along King Street.

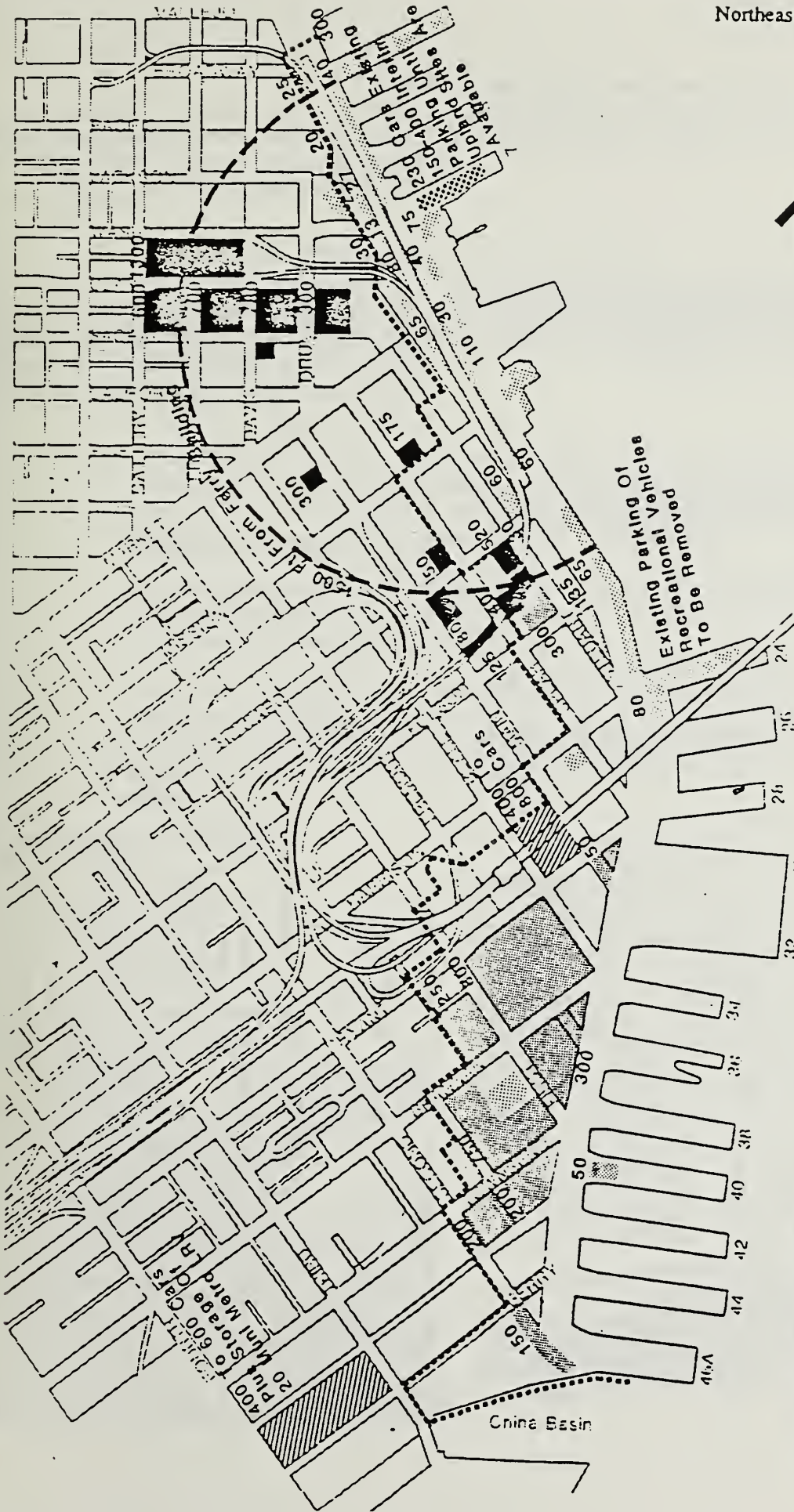
POLICY 5

Maintain spur tracks to Piers 26, 28, 30 and 32 from locations on the inland side of the roadway to serve maritime use. Separate the roadway from the piers south of the Bay Bridge with a wide truck access area. Provide rail storage and additional truck parking for maritime piers on Blocks 3771 and 3772.

Transit

POLICY 1

Build a rail transit system to operate on the median dual track transitway (the Embarcadero "E" line) from Fort Mason to the Southern Pacific Depot. The vehicle should be historic in character in order to provide a special waterfront transit identity. Make the system compatible with Beltline freight operations and compatible with the Muni-Metro light rail vehicles proposed to use the break-out



PARKING PLAN

- | | | | |
|--|--|----|------------------------|
| | Accessory To Serve New Uses | | Existing To Remain |
| | Interim Accessory Until Upland Sites Available | | Existing To Be Removed |
| | Intercept | | Number Of Spaces |
| | | 40 | |

from subway service at Steuart Street. Provide dual tracks to be shared by the light rail and E-line cars between Howard Street and the Southern Pacific Depot.

POLICY 2

Provide a storage facility for E-line vehicles under the stub end of the Interstate-280 freeway near King and Fourth Streets, in a small portion of the area proposed as an intercept parking lot.

POLICY 3

Provide transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second and Fourth Streets.

POLICY 4

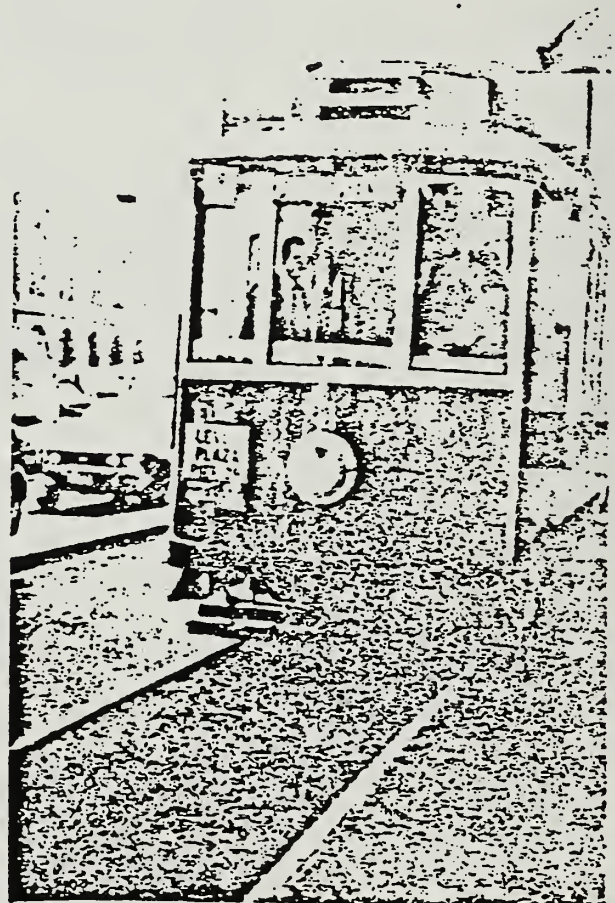
Ensure convenient pedestrian connections between the intercept parking garages (on Blocks 3767 and 3803) and the rail transit stops.

POLICY 5

If found to be feasible after further analysis, extend certain trolley and bus lines and the California Street Cable Car to the Ferry Building. Facilitate pedestrian movement from Justin Herman Plaza to the Ferry Building.

POLICY 6

Prohibit heliports or STOL ports.



NOTES

1. Illustrative plans and graphics are not an official part of the Plan.
2. The size of Port piers and buildings is derived from prints of Port base maps which may not be completely accurate. Their true size, as determined by field examinations, shall govern rather than the estimates contained in this Plan.
3. Glossary of Terms

Bay-Oriented (or Water-Oriented) Commercial Recreation and Bay-Oriented Public Assembly: Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, cafes, specialty shops, hotels, boatels, theaters, concert halls, galleries, amusements, night clubs and cabarets.

Fill: Material including earth and pilings; any water coverage, whether on pilings or by cantilever, and floating structures moored for extended periods of time, such as houseboats and floating docks, but excluding historic ships.

Maritime: Referring to industrial, commercial and other operations directly related to the conduct of waterborne commerce or navigation, including shipping, commercial fishing and related or accessory uses. The term maritime does not refer to such uses as water-oriented restaurants or marinas for sport fishing or recreational boats.



CENTRAL WATERFRONT

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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CENTRAL WATERFRONT

INTRODUCTION

Scope and Organization

The geographic area covered in the Plan is comprised of a number of subareas shown on Map 1. The Plan begins with introductory material covering the purpose of the Plan, relation to the Master Plan and Background. The Plan is then divided into two parts. Part I contains general objectives and policies for the Showplace Square, Central Basin, North Potrero, Islais Creek and Lower Potrero subareas followed by specific objectives and policies for each subarea. Part 2 contains objectives and policies for the Mission Bay subarea. This part is separately published as the Mission Bay Plan. It has been organized to qualify as a Specific Plan pursuant to state law and is the subject of a development agreement between the City and County of San Francisco and Catellus Development Corporation.

Purpose

The purpose of this Area Plan is to guide the future development of the Central Waterfront in a manner serving the varying needs and interests of San Francisco. The Plan establishes goals, objectives and policies providing direction for private and public investment in the area. It calls for development that will meet the City's

pressing economic and employment needs without sacrificing environmental quality. The Plan is part of the San Francisco Master Plan and will set the official planning policies for the area.

Relation to the Master Plan

The updating and revision of the City's Master Plan as mandated by State law and the City Charter has resulted in the adoption of numerous plan elements. One of them, the Commerce and Industry Element, sets forth the planning principles to be applied in shaping the economic future of the City.

A critical issue addressed in the Commerce and Industry Element concerns the changing structure of the San Francisco economy. The once strong industrial component has declined and given way to the rapidly expanding office and commercial sectors. This structural shift in the local economy is mirrored in the changing composition of the labor force employed in the City.

Problems arising from this changing economic function of the City are becoming increasingly apparent. There is the danger stemming from overreliance on a limited number of economic sectors to provide jobs, especially

during recessionary periods. The ability and speed with which resident workers can adjust to the job requirements of white collar employment remains uncertain. The daily influx of several hundred thousand commuters has adverse effects on air quality, traffic congestion, parking, and the demand for scarce public services. The character of San Francisco neighborhoods is also being altered. White collar professionals seeking living quarters have pushed up the price of housing and their spending patterns are leading to changes in the type of goods and services offered on neighborhood commercial streets.

The above factors were considered in arriving at the objectives in the Commerce and Industry element strongly favoring the diversification of San Francisco's economic base. The implementation program for the element calls for the preparation of industrial district improvement plans as a means of realizing these objectives. The Central Waterfront Area Plan represents a step toward fulfilling this task.

The Central Waterfront Area Plan emphasizes maritime and economic development policies, as well as housing policies, while at the same time establishing policies regarding transportation, recreation, commerce, and urban design. The formulation of these policies is based on the existing policies established in the various elements of the Master Plan.



Aerial view looking north from Twentieth Street.

Background

Description

The Central Waterfront covers the eastern shoreline of San Francisco between China Basin and Islais Creek and adjacent inland areas. The land area totals 900 acres or 1.4 square miles.



Showplace Square - design center.

Industrial uses dominate the Central Waterfront; however, much of the industrial activity takes the form of low intensity distribution functions such as wholesaling and storage. Until recently, rail yards consumed approximately one-third of the land. Trucking and warehousing facilities are present on the rail property as part of the railroad's intermodal operations. Manufacturing activity is limited and generally declining, though several manufacturers remain healthy. Some industrial buildings have been salvaged through commercial reuse. A major design center has emerged in the northwest section of the area, having been developed through the conversion of brick warehouses to showrooms for interior design products.

The Port of San Francisco has jurisdiction over much of the shoreline of the Central Waterfront area. Current maritime activities within this area include: Pier 48 — Forrester Terminals Paper dock; Pier 50 — break bulk general cargo dock; Pier 54 — Continental Maritime welding/ship repair facility; Pier 70 (Alvord Grant) —

auto terminal and fuel dock; Pier 80 — San Francisco Container Terminal North; and Pier 84 — general cargo dock. In association with these maritime operations, two major railroad holding yards existed — Santa Fe Railroad and Southern Pacific Railroad's Mission Bay Yard. These railroads served the Port and other industries based in San Francisco.

Also located along the shoreline within Port jurisdiction is the former Bethlehem Steel Shipyard. This yard consists of a number of dry docks for repairs of merchant vessels, as well as "ship ways" for the construction of barges.

The Central Waterfront area contains uses other than those involving industrial and port related maritime activities, such as boat clubs and small boat repair yards. A small residential neighborhood of several hundred inhabitants and supporting commercial uses is situated east of Potrero Hill and a houseboat community is berthed in China Basin Channel. Other commercial uses in the area cater to the needs of workers and businesses. Recreational opportunities are provided at Warm Water Cove and Aqua Vista Park on the shoreline where public access points to the Bay have been established. A Muni bus maintenance yard is also located in the area.

Access to the Central Waterfront is afforded through the close proximity of the freeway network and through local transit service and a commuter railroad. Although it appears that access to the Central Waterfront might be adequate, the bus and rail service are infrequent. The lack of parking for trucks and automobiles and the poor condition of public streets also act as hindrances to the area's accessibility.

History

The Central Waterfront area exists today as a man-made landscape. Its natural appearance prior to the incorporation of the City and County of San Francisco has undergone a complete transformation. The creeks, marshes, waters and hills that dominated the area in 1850 have vanished in favor of flat lands and Bay fill. This transformation occurred early in the City's history and was accompanied by the development of industrial, maritime and residential uses.

The section of the Central Waterfront north of 16th Street, now used for industrial and railroad activities, covers the former site of Mission Bay and Mission Creek. The waters of Mission Bay included approximately 260 acres, and though shallow, were navigable by draft vessels. Mission Creek was the main drainage for the eastern slopes of Twin Peaks and adjacent areas and was lined with salt marshes where Bay tides intruded. The marshes surrounding Mission Bay and Mission Creek occupied an additional 330 acres and extended inland westward of Potrero Hill to what is now Twentieth and Harrison Streets.

Filling of the marshes commenced in the 1850's and was undertaken by individual lot owners and as part of the construction of toll roads that bridged Mission Bay. Southern Pacific railroad acquired the bulk of the Mission Bay property in 1868 and 1869 from the State of California and private land owners. The railroad gradually filled Mission Bay during the later 19th and the early 20th centuries.

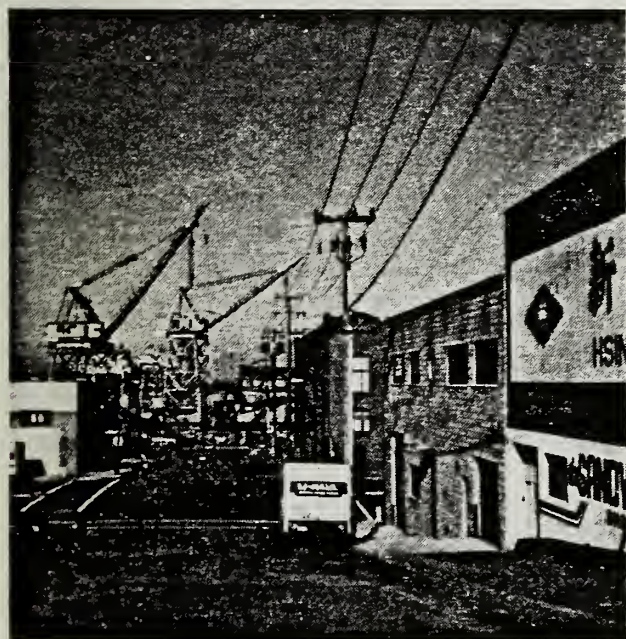
The filling of Mission Bay was aided by the action of the Atchison, Topeka and Santa Fe railroad in the China Basin area. As part of a lease condition from the State of California, the railroad in 1901 and 1902 reclaimed the tidelands and developed tracks and warehouse facilities. Only China Basin Channel was spared reclamation and remains today as a waterway.

Land use in the area was dominated by railroad activities, though other uses existed outside the railyards. To the west, where reclamation occurred earliest, brick warehouses were constructed as the area assumed an industrial character. On the waterfront, several finger piers were in active maritime use. One of these, Pier 50, is now the site of Mission Rock Terminal. With a capacity to berth six ships simultaneously, it was the largest pier on San Francisco Bay when completed in 1950.

The section of the Central Waterfront south of Central Basin to just north of Army Street was once a peninsula known as Potrero Point. The slopes of the peninsula extending from Potrero Hill rose to an altitude of 100 feet or more above the Bay. The area has been flattened and filled over the years to such an extent that no vestige of its former shape remains.

The deep water adjacent to Potrero Point created an excellent opportunity site for development. The earliest activities to locate there were shipbuilding, ship repair and gunpowder storage. The Tubbs Cordage Company was established in 1856 on a leveled site now occupied by Muni's Woods Yard. Included in the project was a 1500 foot rope walk which extended into the Bay and probably served a secondary purpose as a loading wharf. William Alvord received a grant of submerged property which he filled in order to construct the Pacific Rolling Mills in 1867. Pier 70 is now on this site. As fill increased, other industries located in the Potrero Point area. The San Francisco Gas Light Company commenced operations in 1872 and parts of it exist today in the present plant owned by the Pacific Gas and Electric Company. Other factories set up in this area included the California Poppy Soap Company, the Sea Island Sugar House, and the California Sugar Refinery.

The major leveling of hills on Potrero Point occurred in conjunction with the construction of the Union Iron Works in the 1880's. Though originally known for machinery production, the Union Iron Works was also active in the shipbuilding field. Its purchase in 1905 by Bethlehem Steel led to an expansion of its shipbuilding efforts. Ship production peaked during the two world wars and was augmented with repair and maintenance work during other times.



Nineteenth Street looking east.

The decision by Western Pacific railroad to fill its property south of the Gas Works finalized the elimination of Potrero Point as a peninsula. The Potrero Point shoreline was thus united with that of Islais Creek Basin.

The urban transportation system of the 19th century would not allow the separation of residential from industrial land uses to the degree that prevails today. Workers required housing in close proximity to their places of employment. Homes, hotels and boarding houses were constructed in the Central Waterfront area as residences for workers. Irish Hill was once a prominent working class neighborhood in the area until it was demolished to accommodate Bethlehem shipyard expansion during World War II. With few exceptions, most residences were demolished over the decades. The remaining ones can be found in a neighborhood adjacent to 22nd Street along Tennessee Street near Eighteenth.



Tennessee Street near 22nd Street.

The section of the Central Waterfront from Twenty-fifth Street south to Islais Creek Channel developed most recently. Islais Creek originally drained the area stretching from Twin Peaks and Glen Park to Alemany Gap before flowing into San Francisco Bay. It still flows into San Francisco Bay, although its course today runs through a concrete aqueduct beneath Interstate 280.

Islais Creek and the marshes surrounding were viewed as a barrier to the southern development of San Francisco. Organized efforts for reclamation were unsuccessful until 1925, when the passage of State legislation enabled the creation of the Islais Creek Reclamation District. The District was successful in filling the marshes and tidelands, dredging Islais Creek, and including a turning basin at its western end to allow room for ship maneuvering.

Industrial development was generally delayed until after World War II. During the war the area was the site of temporary housing. Demolition occurred after the war and much of the area was subsequently developed as a industrial park with single story concrete buildings. South of Army Street, food and oil processing plants were developed.

The most recent filling of Islais Creek occurred during the construction of Pier 80, formerly the Army Street ship Terminal. Financed by a bond issued approved by California voters in 1958, the terminal went into operation in 1967.

Land modification and Bay fill, both to accommodate the needs of economic activities, epitomize the historical development of the Central Waterfront. The recent history has taken a different turn. The establishment of the Bay Conservation and Development Commission, empowered to control activities on the Bay shoreline, has led to severe limitations on Bay filling. Changes in the locational economics of industry have resulted in firm closures and relocations. The area as of 1990, is suffering from economic deterioration with employment and production drastically reduced from former levels.

Conditions and Trends (1990)

Key indicators of the general conditions in the Central Waterfront all declined during the last several decades. The data on trends in population, land use, and employment documents the magnitude of the decline. Projections for these indicators show a further decline, although the bright spots now appearing in the economy may suggest a more favorable future is attainable for the area.

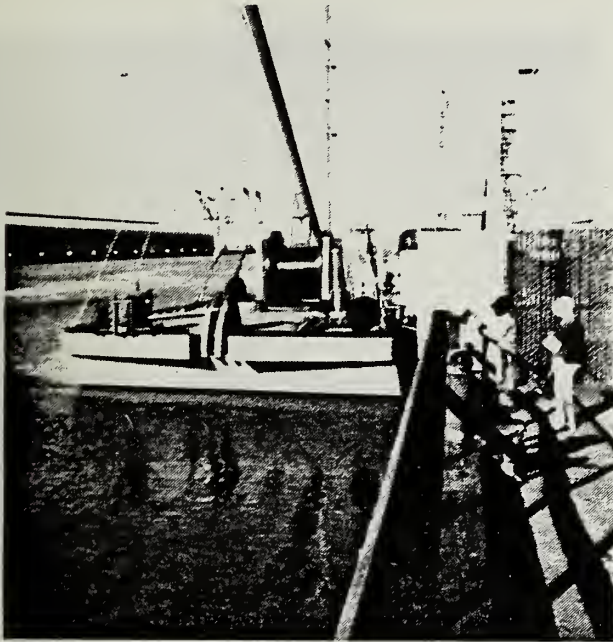
The residential population of the Central Waterfront, which totaled 531 in 1970, increased slightly to 614 in 1980 and to 756 in 1990. The area is benefitting from private rehabilitation and the condition of the existing 299 housing units is improving.

The entire Central Waterfront area encompasses 903 acres. Of this total, Mission Bay covers 315 acres. The 130 acres in Showplace Square is used primarily for apparel and interior design wholesale, storage and showroom facilities. Data collected from a 1987 land use inventory indicates 482 acres in the Lower Potrero and waterfront areas of which 302 acres remain industrial, 18 acres are vacant, 58 acres in railroad easements under freeways and the remaining 108 acres are in a mix of uses.

With the proximity of the Central Waterfront to downtown, the general trend toward intensification of land use has begun. Much of the new construction has continued in the form of low intensity uses such as trucking depots and warehouses. The development of showrooms for interior design products in formerly vacant warehouses in the Showplace Square area represents a healthy economic trend. This is being augmented by the establishment of commercial service uses to support the showroom activities.

From 1965 to 1970, when citywide employment increased by 12 percent, employment in the Central Waterfront dropped by 22 percent from 16,304 to 12,557 jobs. Major declines were registered in manufacturing and wholesale trade with transportation showing a smaller decline. Minor employment gains occurred in construction and commercial activities. The area has suffered additional employment losses since 1970 with the closing and relocating of firms in the metals products and ship repair industries. 1980 census data shows 11,004 persons employed in the Central Waterfront area. Of these, a significant portion (3,512) were employed in manufacturing jobs. This overall decline in jobs continued through 1985. Currently about 600 people are employed on the piers in this area. One facility accounts for about 70% of this total.

Two exceptions to the decline in manufacturing employment are the apparel industry and the wholesale interior design industry. Numerous firms in each field have recently located in the area. Increases in construction employment are due to the area's use for the storage of construction supplies. Though new trucking, warehousing and wholesale trade facilities have been constructed, potential net employment gains have been offset by closures and relocations of older firms and other losses of employment due to technological change and declining citywide demand.



Islais Creek looking east to Pier 80 Container Terminal.

Maritime trade through the Port of San Francisco has increased slowly since the mid-1960's, in part due to overall increases in Pacific Rim trade. However, the Central Waterfront has felt the effects of the decline in San Francisco's share of regional Port activity. While most piers do support some maritime activity, it is at a level below their cargo-handling capacities.

The decrease in the Port's share of general cargo trade can be attributed to technological changes within the maritime industry. Containerization has created the demand for the construction of new facilities at ports throughout the world. Whereas the Port of San Francisco did not convert to containerization until recently, the Port of Oakland, with federal assistance, developed one of the world's largest container ports and subsequently, drew shipping lines from San Francisco.

Modern port facilities require substantial back-up land for equipment operation, storage, and intermodal cargo transfers. The bulk cargo and related maritime activities north of Sixteenth Street are served by limited back-up land. Investment in new capital facilities by the Port of San Francisco has occurred in the area south of China Basin where adequate back-up land is available. This southerly shift in the Port's maritime operations is reflected in the cargo tonnage statistics: In 1969, the Port's cargo tonnage was equally distributed between the piers north and south of China Basin; by 1987, over 80% of the cargo was handled in the southern portion.

Present and future trends point to the strong potential for revitalizing San Francisco's maritime economy. Cargo projections for the upcoming decades show increasing maritime traffic for Bay ports. Congestion at other West Coast ports combined with the availability of facilities in San Francisco should give the Port an opportunity to attract an increase in shipping activity. The expansion of trade with the Pacific Rim countries should also have a long-term positive impact on the Port of San Francisco.

Favorable economic trends are beginning to appear in the Central Waterfront. The previously identified healthy components of the local economy, apparel manufacturing and interior design activities, are now undergoing expansion and future growth is anticipated. The prospect of 8,270 new housing units and over six million square feet of employment in Mission Bay signal the healthy redevelopment of that portion nearest downtown. Changing conditions in the overall San Francisco economy could also bode well for the Central Waterfront. The boom in downtown highrise construction is causing some displacement of professional firms which are relocating in the South of Market area and are forcing upward pressure on rents. The displaced firms are often able to outbid existing industrial and downtown support activities for space. Many South of Market firms are seeking suitable sites for operation elsewhere within San Francisco. The Central Waterfront is one of the few areas in the City that can accommodate industrial uses. This trend, combined with expected increase in transportation costs from the suburbs could make the Central Waterfront a desirable location for certain industries. The growing desire for shorter commutes will also encourage the development of more housing near central workplaces.

Although statistical projections show a continuation of the declines in historic area land uses, the local economy is expected to grow as the mixed use Mission Bay development is implemented and as the specialized apparel and interior design industries continue to thrive. Maritime trade could increase, but only if the Port of San Francisco is aggressive in developing and marketing modern cargo-handling facilities. The Central Waterfront's general attractiveness for economic activities could also be boosted by the competition for a limited supply of industrial land in San Francisco.

OBJECTIVES AND POLICIES - PART I

SHOWPLACE SQUARE, CENTRAL BASIN,
NORTH POTRERO, ISLAIS CREEK AND
LOWER POTRERO SUBAREAS.

Overall Goal

The overall goal of the Plan is to create a physical and economic environment conducive to the retention and expansion of San Francisco's industrial and maritime activities. This goal is set forth in order to reverse the pattern of economic decline in the area and to establish a land base for the industrial and maritime components of the San Francisco economy. The following objectives and policies are designed to:

1. Increase employment opportunities for San Francisco's unemployed and underemployed residents;
2. Enhance the working environment to stimulate business growth; and
3. Improve the area's appearance and attractiveness.

LAND USE

OBJECTIVE 1

STRENGTHEN AND EXPAND LAND USES ESSENTIAL TO REALIZING THE ECONOMIC POTENTIAL OF THE SUBAREAS.

POLICY 1

Encourage the intensification and expansion of industrial and maritime uses.

POLICY 2

Preserve and protect the subareas as a land base for San Francisco industry. Prevent the conversion of land needed for industrial or maritime activity to non-industrial use.



Pier 66 near Illinois and 18th Streets.

POLICY 3

Promote new development which has minimal adverse environmental consequences. Assure that the adverse environmental impacts of new development are fully mitigated.

OBJECTIVE 2

MAINTAIN AND DEVELOP ADDITIONAL USES ON LAND DETERMINED TO BE SURPLUS TO INDUSTRIAL AND MARITIME NEEDS.

POLICY 1

Preserve existing residential uses and develop limited new housing.

POLICY 2

Retain existing commercial uses and expand as needed to serve increases in the working and residential populations.

POLICY 3

Improve, expand, and develop recreational areas at established public access points along the waterfront enabling public use and enjoyment of the shoreline.

INDUSTRY

OBJECTIVE 3

RETAIN, EXPAND, AND PROTECT INDUSTRIAL ACTIVITY.

POLICY 1

Promote industrial expansion through maximizing and intensifying the use of existing facilities and properties, rehabilitating older industrial structures, and developing vacant land with industrial uses.

POLICY 2

Encourage the consolidation of rail operations and unnecessary tracks and facilities to increase land available for industry. Maintain and, as needed, upgrade rail service to San Francisco.

POLICY 3

Develop and promote training programs to target local residents for employment opportunities resulting from new economic development.

POLICY 4

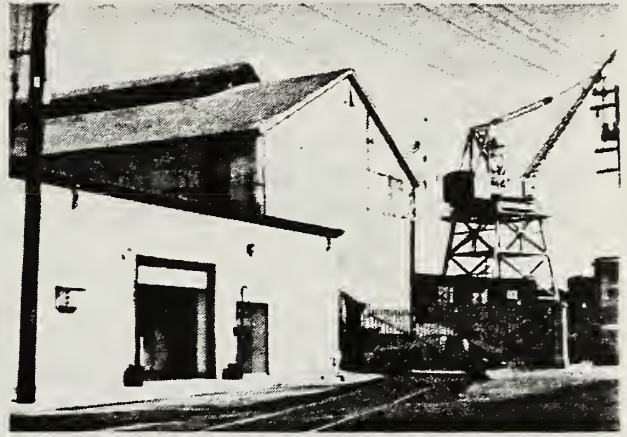
Establish and promote financing programs to provide funds for local business development.

POLICY 5

Support the expansion of small businesses and firms in newly emerging industries.

POLICY 6

Encourage the growth of firms which strengthen or complement the maritime operation of the Port, either by directly engaging in maritime activities or by providing ancillary services which serve or support maritime activities.



Illinois Street and 18th Street.

POLICY 7

Remove antiquated and overly restrictive provisions from City codes that impose undue burdens on industry and restrict expansion efforts, but maintain requirements designed to protect and enhance environmental quality.

POLICY 8

Avoid encroachment of incompatible land uses on viable maritime-oriented and other industrial activity by appropriately zoning and mapping industrial districts. Resolve potential land use conflicts in a manner that recognizes the importance of industrial activity to the well-being of San Francisco.

POLICY 9

Deliver key public services, including police, fire, sanitation and transportation at levels necessary to support and encourage industrial activity.

POLICY 10

Assist firms displaced from other parts of San Francisco, especially those displaced by downtown office expansion, in locating in the subareas.

POLICY 11

Attract new industries that create employment opportunities for City residents, add tax revenues in excess of public service costs, and strengthen and diversify San Francisco's economic base.

MARITIME

OBJECTIVE 4

RETAIN AND EXPAND MARITIME USES ALONG THE CENTRAL WATERFRONT.

POLICY 1

Retain, improve and expand all existing maritime general cargo facilities along the Central Waterfront (Piers 48, 50, 70, and 80).

POLICY 2

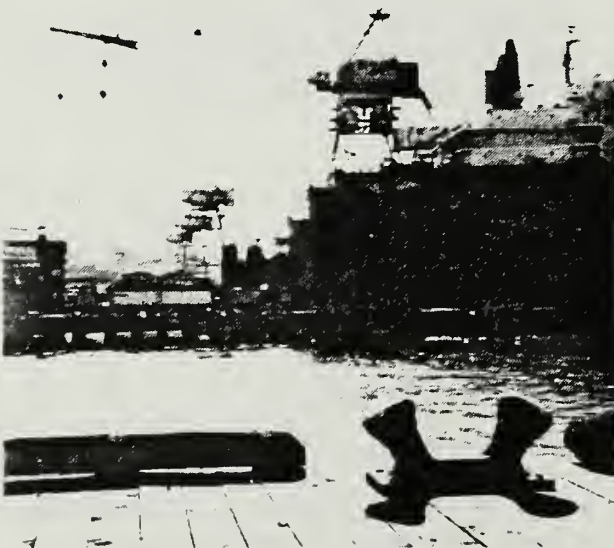
Retain all existing ship repair operations along the Central Waterfront (Pier 54 and the former Bethlehem Yard).

POLICY 3

Encourage the expansion and modernization of maritime cargo handling facilities and the development of container facilities along the waterfront south of Mariposa Street.

POLICY 4

Reserve land adjacent to the waterfront as required for maritime support use.



From Pier 70 looking west toward dry docks and ship repair.



Third and 22nd Streets.

COMMERCE

OBJECTIVE 5

PROVIDE A QUANTITY AND MIX OF COMMERCIAL ACTIVITIES NECESSARY TO SERVE THE LOCAL NEEDS OF THE SUBAREAS.

POLICY 1

Promote the retention and improvement of existing commercial activities that support local residential, industrial, maritime, and recreational uses.

POLICY 2

Support the expansion of commercial uses if needed to serve demand generated by new development.

POLICY 3

Prevent new office development, except that which serves a principal industrial or maritime use.

POLICY 4

Encourage water-oriented commercial recreation activities at public access points along the shoreline.

RESIDENCE

OBJECTIVE 6

RETAIN AND IMPROVE EXISTING RESIDENTIAL USES AND DEVELOP A LIMITED QUANTITY OF NEW HOUSING.

POLICY 1

Encourage the preservation and rehabilitation of the existing housing stock.

POLICY 2

Encourage additional housing within established residential areas.

POLICY 3

Require new residential developments to include an adequate supply of low and moderate income units and provide a mix of unit types to accommodate a variety of household sizes.

POLICY 4

Provide rent supplements and assist in local home ownership to avoid displacement of existing residents.



Tennessee Street near 18th Street.

TRANSPORTATION

OBJECTIVE 7

IMPROVE THE TRANSPORTATION ACCESSIBILITY OF THE SUBAREAS.

POLICY 1

Improve citywide and regional transit access to the subareas.

POLICY 2

Provide adequate rail and truck access to all maritime piers.

POLICY 3

Establish an official truck route system along the designated major and secondary thoroughfares to facilitate truck movements within and to port facilities and other area businesses and to minimize the adverse impacts of truck movement on adjacent residential, commercial and recreational land uses.

POLICY 4

Extend a Light-Rail Vehicle line through the Central Waterfront along the Third Street corridor connecting to the Southern Pacific Depot and the proposed Embarcadero rail line.

POLICY 5

Improve transportation access on Third Street by implementing design changes in traffic lanes, turning bays, and signal timing.

POLICY 6

Improve regional highway access by completing the proposed State Route 230 (Hunter's Point Parkway) and the proposed on-ramp to Interstate 280 immediately south of Islais Creek Channel.

OBJECTIVE 8**IMPROVE TRANSPORTATION CONDITIONS WITHIN THE SUBAREAS.****POLICY 1**

Improve internal vehicular circulation through the construction, repair, and maintenance of public streets, and the provision of appropriate signing and lighting.

POLICY 2

Maintain and construct sidewalks on streets with pedestrian traffic.

POLICY 3

Encourage the use of public transit, carpooling/vanpooling, and jitney service to minimize the consumption of scarce industrial land for commuter parking lots. Where demand for parking can be clearly established, give preference to parking structures as opposed to open lot parking.

POLICY 4

Provide short-term parking to support wholesale, design, and related activities. Develop parking treatments for on-street spaces to assure short-term turnover of vehicles.

POLICY 5

Require off-street parking facilities for freight loading and service vehicles in all major new developments and incorporate these in older buildings where feasible. Provide short-term loading spaces on the street for routine deliveries and essential services, with strict enforcement of time limits.

POLICY 6

Encourage new developments to provide pedestrian amenities and transit access improvements such as pedestrian resting areas, bus stop shelters and transit information displays.

RECREATION AND OPEN SPACE**OBJECTIVE 9****PROVIDE PUBLIC ACCESS AND RECREATIONAL OPPORTUNITIES ALONG THE SHORELINE.****POLICY 1**

Maintain and improve the quality of existing shoreline recreational areas at Aqua Vista Park and Warm Water Cove.

POLICY 2

Expand existing recreational areas and establish a new one at Islais Creek Channel, so long as it is compatible with present or planned maritime activity.

POLICY 3

Provide public overlooks, viewing areas, and open spaces with convenient pedestrian access in areas of maritime activity.



Aqua Vista Park overlooking the Central Basin / Pier 68.

URBAN DESIGN

OBJECTIVE 10

ACHIEVE AN AESTHETIC URBAN FORM CONSISTENT WITH THE ECONOMIC DEVELOPMENT OF THE SUBAREAS.

POLICY 1

Reinforce the visual contrast between the waterfront and hills by limiting the height of structures near the shoreline. Relate the height and bulk of new structures away from the shoreline to the character of the topography and existing development.

POLICY 2

Protect and create views of the downtown skyline and the Bay. Design and locate new development to minimize obstruction of existing views.

POLICY 3

Encourage the rehabilitation of architecturally or historically significant buildings with reuse potential.

POLICY 4

Encourage the inclusion of recreational facilities, outdoor leisure areas, and public open spaces in new private developments.

SUBAREAS

SHOWPLACE SQUARE SUBAREA

OBJECTIVE 11

DEVELOP A MAJOR DESIGN CENTER IN THE SHOWPLACE SQUARE SUBAREA.

POLICY 1

Encourage the expansion of the subarea's predominant use for the exhibit, marketing, and wholesale trade of interior design products.

POLICY 2

Encourage the development of a community design center for neighborhood use.

POLICY 3

Encourage the development of ancillary commercial activities to serve the area's businesses, workers, and visitors.

POLICY 4

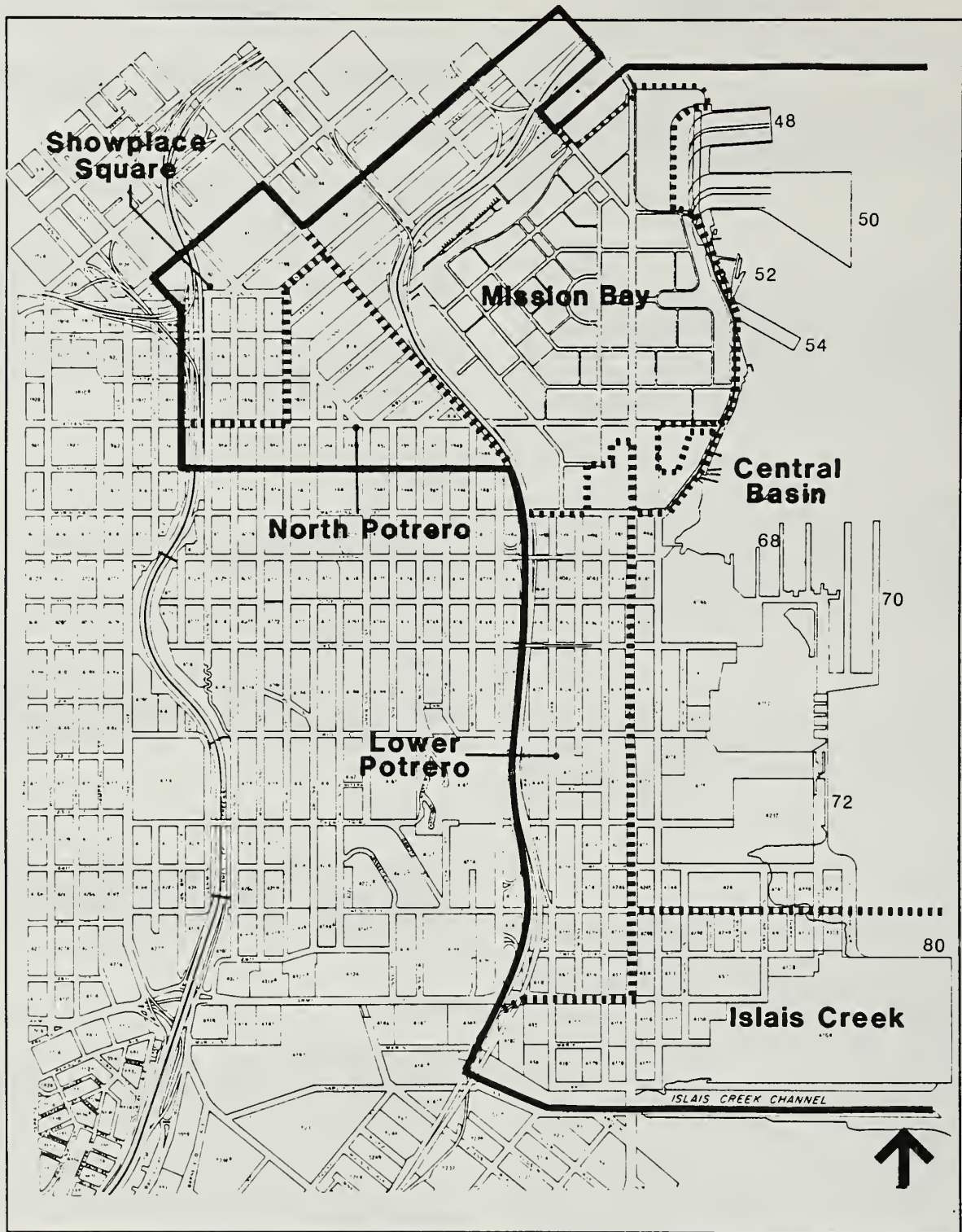
Encourage the evening use of buildings and facilities for business, entertainment, public assembly, and ceremony.

POLICY 5

Assist in relocating within San Francisco any industrial uses displaced by the expansion of design-related activities.

OBJECTIVE 12

DEVELOP TRANSPORTATION IMPROVEMENTS TO ENHANCE PEDESTRIAN CIRCULATION AND FACILITATE TRAVEL AND GOODS MOVEMENT TO AND WITHIN THE SHOWPLACE SQUARE SUBAREA.



CENTRAL WATERFRONT
Planning Area

Map 1

POLICY 1

Redesign the roadway and sidewalk at the intersection of Eighth, Townsend, Division, and Kansas Streets to create a major pedestrian link to the adjacent activity centers and to provide for safe traffic flow. Include attractive landscaping, quality sidewalks, and street furniture to improve the pedestrian environment.

POLICY 2

Determine the present and future use status of all spur tracks and effectuate the removal of the abandoned, unused, or unnecessary trackage. For those spur tracks scheduled for retention, strictly enforce the street maintenance responsibilities of the users.

POLICY 3

Construct and maintain sidewalks throughout the Showplace Square Area and provide street beautification improvements for pedestrian enjoyment.

POLICY 4

Develop parking control measures establishing areas for short and long-term automobile parking and truck loading. Use appropriate on-street parking controls, such as signing and metering, to indicate areas for short-term automobile parking and truck loading.

POLICY 5

Construct a multi-story parking facility as needed to serve increased demand for parking generated by new development. Encourage the conversion of surface parking lots to more intensive use.

OBJECTIVE 13

PRESERVE AND EXPAND THE HISTORIC INDUSTRIAL CHARACTER OF THE SHOWPLACE SQUARE SUBAREA.

POLICY 1

Encourage the retention and promote the reuse of buildings with brick and timber construction.

POLICY 2

Encourage the design of new construction to be consistent with the existing architectural character of the subarea.

POLICY 3

Screen unsightly open yard and other unattractive uses from public view with aesthetic facade or landscaping.

NORTH POTRERO SUBAREA

OBJECTIVE 14

IMPROVE AND STRENGTHEN THE INDUSTRIAL CHARACTER OF THE NORTH POTRERO SUBAREA.

POLICY 1

Promote the rehabilitation of industrial buildings and encourage more intensive use of existing facilities.

POLICY 2

Market vacant land and buildings for light industrial uses.



From Pier 70 looking south to Warm Water Cove and Pier 80.

CENTRAL BASIN SUBAREA

OBJECTIVE 15

EXPAND MARITIME ACTIVITY IN THE CENTRAL BASIN SUBAREA.

POLICY 1

Continue and expand the use of Piers 48 and 50 for general cargo. Maintain a six acre area inland and adjacent to the piers to provide a cargo backland support area to support maritime uses of these piers.

POLICY 2

Encourage the retention and promote the expansion of ship maintenance and repair activities at the Bethlehem site which support and strengthen San Francisco's maritime industry.

OBJECTIVE 16

RETAIN AND EXPAND INDUSTRIAL USES.

POLICY 1

Encourage more intensive use of existing industrial land and facilities in locations or for durations which will not foreclose or inhibit development of future container facilities.

POLICY 2

Assure that any power plant expansion on the Pacific Gas and Electric Company site will provide additional employment and will not adversely affect the environment.

OBJECTIVE 17

IMPROVE AND EXPAND WATERFRONT RECREATION.

POLICY 1

Maintain and improve existing recreational improvements at Warm Water Cove and expand to adjacent waterfront properties. Develop a waterfront picnic area and fishing pier at Twenty-Fourth Street. Provide public access along the north side of the Cove and construct a fishing quay at the Bay. Shield the recreation area from surrounding industrial uses by providing attractive landscaping. (See also Recreation and Open Space Element, I.3.38).

POLICY 2

Improve and expand the existing Agua Vista Park by developing a public beach and waterfront park and a small boat marina, so long as compatible with existing and planned maritime and private ship repair activities. (See also Recreation and Open Space Element I.3.38).

POLICY 3

Continue the use of the existing public boat ramp south of Pier 50. If future port development necessitates, replace it with an equivalent elsewhere on the eastern shoreline.

OBJECTIVE 18

RELATE THE SCALE OF NEW DEVELOPMENT TO SAN FRANCISCO'S DISTINCTIVE HILL FORM, TO THE ADJACENT WATERFRONT, AND TO EXISTING DEVELOPMENT.

POLICY 1

Minimize blockage of private and public views and maintain, to the extent feasible, sightlines from Potrero Hill and Mission Bay to the waterfront and downtown.



Islais Creek Channel and Third Street Bridge.

ISLAIS CREEK SUBAREA

OBJECTIVE 19

EXPAND MARITIME ACTIVITY AND ANCILLARY SERVICES.

POLICY 1

Continue to modernize Pier 80 as a container terminal facility. Expand the North container terminal by acquiring the Western Pacific Railroad yard and associated parcels for maritime development.

POLICY 2

Continue the maritime use of Pier 84 and adjacent land.

OBJECTIVE 20

DEVELOP WATERFRONT RECREATIONAL USES ON ISLAIS CREEK CHANNEL.

POLICY 1

Develop the Islais Creek Turning Basin for recreational use and a small craft marina, if and when it is no longer needed for Port maritime activity.

OBJECTIVE 21

RETAIN AND EXPAND INDUSTRIAL USES IN THE ISLAIS CREEK AREA.

POLICY 1

Encourage industrial uses in the area west of Pier 80 south to Islais Creek Channel.

LOWER POTRERO SUBAREA

OBJECTIVE 22

RETAIN AND EXPAND INDUSTRIAL USES IN THE LOWER POTRERO AREA.

POLICY 1

Encourage the intensification and expansion of manufacturing and wholesale trade activities.

POLICY 2

Develop the vacant and surrounding land bounded by Interstate 280, Mariposa, Twenty-Second and Third Streets with a mini-industrial park providing closure, privacy, security, open space and a buffer from neighboring residential areas through the innovative design of buildings, landscaping, sidewalks, parking, and screening.



From Eighteenth Street looking southeast.

OBJECTIVE 23

PRESERVE AND IMPROVE THE EXISTING RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Protect existing housing from the adverse effects of adjacent industrial activity. Promote screening, soundproofing, and landscaping of industrial uses to minimize their impact on residential areas.

POLICY 2

Promote the retention and conservation of the existing housing stock. Support efforts to rehabilitate substandard units at affordable costs to increase the supply of decent housing.

POLICY 3

Encourage the development of new housing on vacant sites in the residential district adjacent to Twenty-Second Street from Third to Minnesota Streets.

POLICY 4

Improve existing commercial uses on Third Street and Twenty-Second Street and expand as needed to serve the local population.

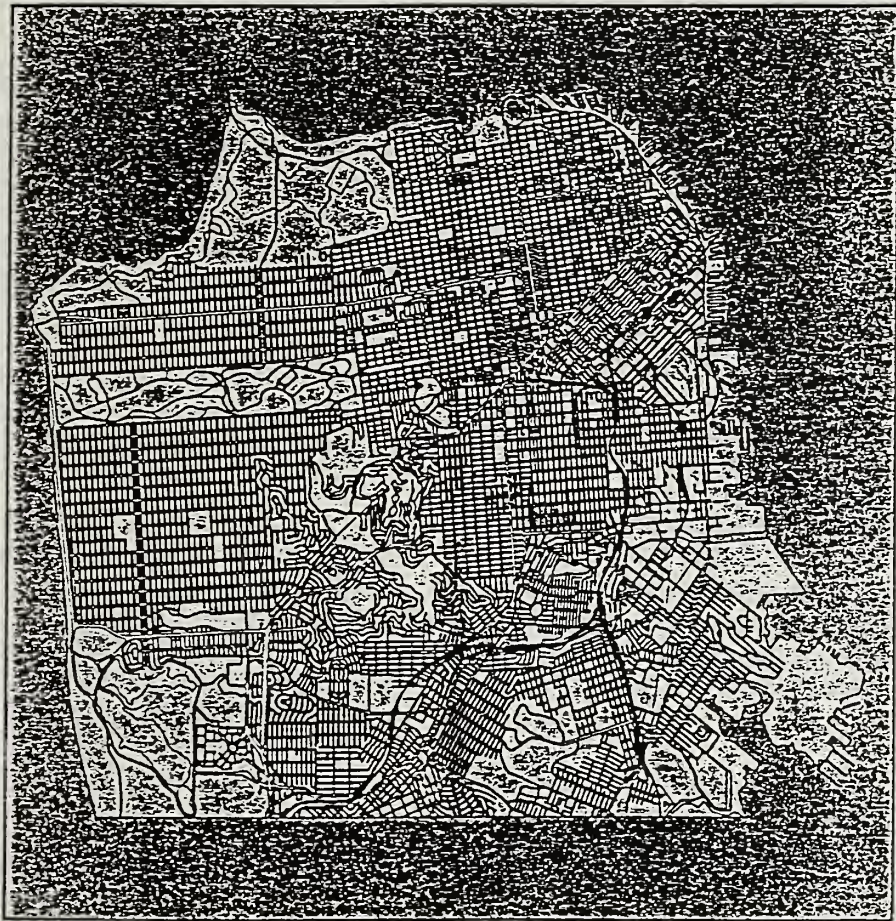
POLICY 5

Improve the I. M. Scott School yard for playground use and rehabilitate the school building for community use.

OBJECTIVES AND POLICIES - PART 2: SEE MISSION BAY PLAN

□ RECREATION □

RECREATION



& OPEN SPACE

□ & OPEN SPACE □

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SHORELINE

OBJECTIVE 3

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

The Pacific Ocean, San Francisco Bay and their respective shorelines are the most important natural resources in San Francisco. Their open space potential is considerable. Together they offer unlimited opportunities for water oriented recreation. They are the pride of San Francisco's views and the source of the city's agreeable climate. Furthermore, most of the property adjacent to the thirty-two mile shoreline is in public ownership. This offers an unparalleled opportunity to provide a variety of open space experiences.

The western and northwestern shoreline should function as a long unbroken stretch of open space; its natural qualities should be preserved and should complement the more urban character of new open spaces along the Bay.

On the northeastern and eastern shoreline the objective is different. Here the challenge is to provide more open space along the Bay and public access to the shoreline while maintaining active maritime and other essential waterfront uses.

Significant progress has been made in opening the shoreline to the public. With the advent of the Golden Gate National Recreation Area the shoreline of the Presidio and Fort Mason have been made available to the public. Sutro Baths has been acquired and Ft. Funston and Lands End have been developed with trails making them more accessible. The creation of the Candlestick Point State Recreation Area in the southeastern corner of the City has added 171 acres and 3 1/2 miles of public shoreline. In the Central Waterfront, Warm Water Cove and Agua Vista Park have been made accessible developed by the Port as mitigation for maritime fill projects. In the northeast waterfront, Pier 7 is to be redeveloped as a public access pier. Planned development of Piers 1-1/2, 3, and 5 will include major public open spaces and public access. Redevelopment plans for the Pier 1 - Ferry Building - Agriculture Building area includes plazas and open space amenities along the waterfront (however, it is not clear whether these plans will be

carried out). A 4.8 acre shoreline park is proposed at Rincon Point, and a 6.8 acre public park and small boat harbor are being developed at the base of Second Street as part of the Rincon Point-South Beach Redevelopment project.

Despite this progress, much remains to be done.

Of the 16 miles of shoreline on the eastern shoreline, only about 4.2 miles are publicly accessible. Of the 11.8 miles of shoreline which is not publicly accessible the U.S. Navy owns about three miles, private property owners own about 1-1/2 miles, and the Port owns the balance.

On the western and northwestern shoreline while a significant amount of public open space has already been retained, permanent preservation of a few prime open spaces has not been insured.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

In order to protect the shoreline and safeguard the public interest in it, the following policies should be applied to new shoreline developments.

Land Use

Priority Land Uses. The most important uses of the shoreline should be those providing substantial long-term public benefits that cannot be provided on other sites within the city. Maritime shipping and freight handling facilities, water-related public recreation and open space, commercial fishing, and water-related industries are included in this category.

Restricted Land Uses. Office, residential, water-related commercial uses such as restaurants, hotels and shops and non water-related industrial uses are appropriate only in the areas designated in this plan or other components of the Master Plan. These uses provide limited public benefits and should be restricted to areas which are not needed for priority uses. Parking acces-

sory to these uses should be in structures or otherwise screened from view. Recreation-oriented commercial services should be permitted where appropriate on land adjacent to open space areas.

Prohibited Land Uses. All developments which do not fall in the previous two categories are not acceptable shoreline land uses. More specifically, industry or commercial uses that are not dependent upon use of the water should not be permitted. Airports and at grade or elevated freeways should not be permitted. Uses such as these should be located away from the shoreline. Parking, unless it is accessory to a permitted use, should not be allowed at or near the waters edge. Finally, all uses which will adversely affect water quality should be prohibited.

Open Space

All new non-maritime developments, on property abutting the shoreline, should provide and maintain on their sites ground level open space, well situated for public access and designed for maximum physical and visual contact with the water. Maritime uses may substitute overlooks or open space on another part of the shoreline if public access is clearly inappropriate because of public safety considerations or significant use conflicts.

The size of the open space provided should directly relate to the size of the new development; the larger the development, the more open space it should provide. Along the water, a generous and well maintained shoreline strip should be reserved to provide public access and accommodate development of a continuous pedestrian and bicycle shoreline trail system, consistent with plans shown on Maps 5-8. A well designed shoreline trail could provide enjoyable visual, educational and recreational experiences for many users. In addition to providing space for pedestrian and bicycle movement, the system should also provide inviting seating areas and viewpoints of waterfront activities.

The types of open space provided in new developments will depend upon the nature of the sites; however, to the extent feasible they should meet the recreational needs of adjacent neighborhoods, especially those deficient in recreation space, and add to the variety of recreational facilities along the entire shoreline.

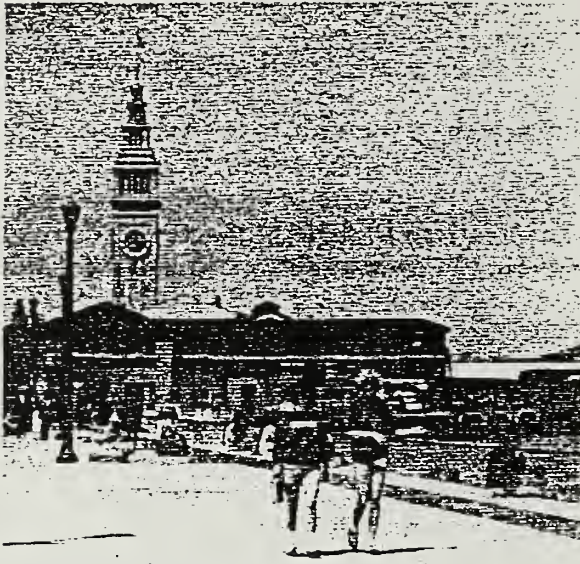
Urban Design

In urban design terms, new developments should make maximum use of their shoreline locations and complement the shoreline as San Francisco's most important natural resource. More specifically, new developments should:

- Maximize direct physical access to the water;
- Preserve and enhance the natural shoreline, where it exists;
- In windy areas incorporate design features which will make shoreline open spaces more pleasant and usable;
- Avoid shadowing areas of public use;
- Maintain visual access to the water from more distant inland areas by preserving view corridors and lowering the profile of buildings;
- Restrict uncovered parking beyond the seawall (over water) that is visible from adjacent public areas;
- Screen development from view from the shoreline if it will detract from the natural setting of the shoreline;
- Provide ample natural landscaping;
- Meet the more specific design policies and principles in the Urban Design Element and Western, Northeastern, Central Waterfront and South Bay-shore Plans of the Master Plan.

These policies governing land use, open space and urban design should be applied to new non-maritime developments within the Shoreline Zone designated in this plan. They should be applied to maritime uses only to the extent they are comfortable with the nature and operation of the Maritime facilities.

The Shoreline Zone covers the city's entire shoreline but varies in the degree to which it extends inland depending on the quantity of existing open space and public recreation facilities in the area, the pattern of land ownership, and on the amount of new development anticipated. For the most part, development at the water's edge is of primary concern. There may be developments further inland, however, which affect physical and visual con-



tact with the water or affect the use of the shoreline for open space. Shoreline policies on open space and urban design should be applied to these developments as well.

In locations where major new public open space areas are to be established, active and passive recreation should be the major use. Some limited commercial recreation uses may be integrated with the open space area, subject to the following conditions:

- The proposed use should be directly related to waterfront recreation activity and compatible with the primary function of the recreation area;
- Development should be designed to preserve view corridors and create open views to the water and provide usable open space accessible to the general public free of charge;
- Development should be in a concentrated area and strictly limited in coverage to result in a small-scale, pedestrian-oriented facility that adds interest, variety, and amenity to recreational use of the shoreline;
- Land should be retained in public ownership.

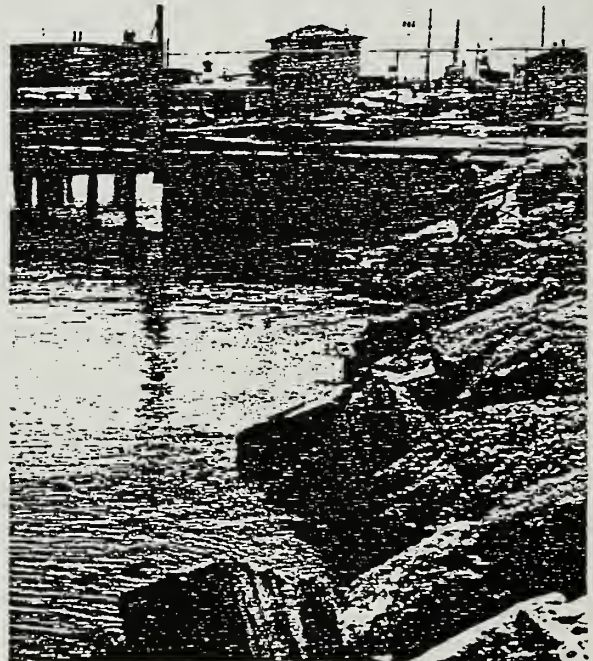
POLICY 2

Maintain and improve the quality of existing shoreline open space.

Most of San Francisco's shoreline open spaces are located on the headlands and on the western and northern shorelines. For the most part they are now incorporated as part of the Golden Gate National Recreation Area, and administrated by the National Park Service which has made them much more accessible to the public. However, the National Park Service must be adequately funded to assure they are adequately maintained and policed.

Existing open spaces on the northeastern waterfront should be improved to promote increased public use. Simple public improvements such as effective signs, well marked trails, safety features, landscaping and general cleanup are needed to promote greater use of these and other shoreline areas.

The beaches and tidal flats in the Warm Water Cove, Agua Vista and Mission Rock areas have been dumping grounds for tires, auto parts, concrete slabs, and other debris that limits public use and enjoyment. In addition, severe winter storms have eroded sections of the shoreline. The accumulated debris in these areas should be removed, and the shorelines restored and stabilized. Once the shoreline areas are cleaned up and restored, consistent maintenance should be performed.



Several city agencies, as well as the State and Federal government, provide public open space along the shoreline. Additional coordination and cooperation between agencies could result in more consistent maintenance and result in increased public use and enjoyment. Plans for improvements and renovation should also be coordinated by the affected agencies.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

A safe, continuous shoreline trail should be developed linking all waterfront open spaces from Ft. Funston to Candlestick Park. The trail should have continuous waterfront access unless the shoreline location clearly conflicts with active maritime use. At these locations, the trail should be routed inland around the maritime activity and then linked up with the shoreline.

The trail should be designed to provide amenity along the waterfront by installing trees and vegetation that can thrive in the marine environment. Sturdy paving and well designed street furniture should be installed in appropriate locations and design elements employed to provide scale, frame views of the ocean and Bay, and create a consistent and distinctive shoreline trail. Existing underutilized open spaces on the eastern and north-eastern waterfront should be improved for public use and enjoyment as part of the shoreline trail development.

The trail should provide for pedestrian and bicycle movement. The trail should use consistent design elements, maintain visual continuity along the waterfront and create a variety of water-edge experiences. The trail should also encourage fishing and other active water-oriented recreational uses along appropriate areas of the shoreline. This may be achieved by installing and maintaining water taps, and basins to facilitate cutting bait and cleaning fish. From China Basin to Aquatic Park, the pedestrian system should be supplemented with a recreation oriented shoreline transit system that will facilitate public access along the waterfront.

Water Taxi Service

At some point in the development of the shoreline the potential to establish a water taxi service between shore-

line parks should be investigated. Such a service could provide a desirable transportation service as well as another recreational amenity.

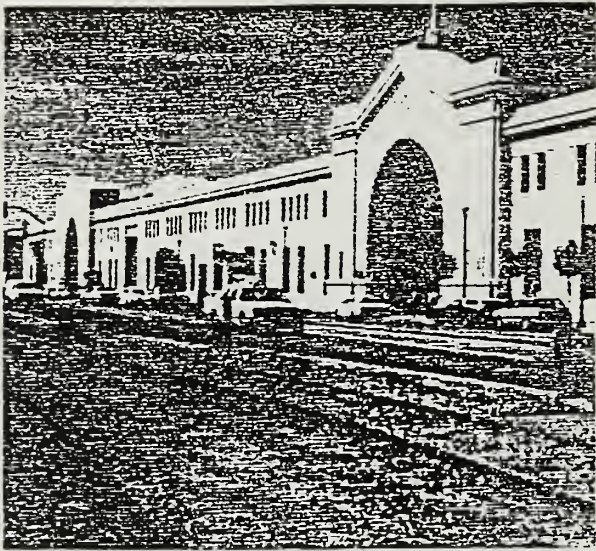
POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

The Embarcadero Corridor has the potential to become one of the world's great public waterfronts. However, two massive physical barriers stand between the city and the water's edge. One consists of the bulkhead buildings which were built in the nineteen-teens to accommodate the breakbulk cargo handling methods of the day but which now act as a wall between the City and the Bay. The other consists of the double deck concrete freeway structure erected in the 1950's between Broadway on the north and Folsom on the south.

Many of the bulkhead structures are attractive and some of them should remain because of their visual and historic interest, others should be narrowed or removed to open up visual and physical access to the water. Removal of the bulkhead buildings and installation of a pedestrian promenade between the Agriculture Building and Pier 24 has opened up views of the bay and the Bay Bridge and in a very real sense returned that part of the shoreline to the city. Selective removal of bulkhead buildings elsewhere along the Embarcadero corridor can have the same result. Those bulkhead structures that do remain can be visually opened up so they can be seen through and around and public access can be provided through, around and behind them.

The voters have rejected an opportunity to demolish the elevated freeway. As long as the structure remains, steps should be taken to make the structure less of an obstacle. The area under the structure between Mission and Washington is currently occupied by surface parking lots and a seldom used rail track. The parking should be eliminated or reduced and reorganized and the roadway and tracks should be realigned, with as much of the alignment under the freeway structure as is feasible. This would make it possible to enlarge Justin Herman Plaza, create a wider bay side promenade, and provide more area for landscaping. More trees and vines should be planted to screen the concrete structure and sound barriers or baffles should be installed to reduce the noise from the traffic overhead. The portions of the two stub



ends of the freeway structure which were installed in anticipation that the elevated freeway would be completed along the waterfront and are not now being used, should be removed.

The pedestrian promenade should be extended the full length of the Embarcadero and the proposals for creation of open space areas and for open space improvements, as outlined for the northeastern shoreline in Policy 5 below should be undertaken.

POLICY 5

Provide new public open spaces along the shoreline.

The City cannot meet all its shoreline recreation potential simply by improving existing public open spaces and by applying the guidelines governing new development. Certainly, shoreline access in private developments and places to fish or view port operations will help realize the shoreline's recreation potential. But some new larger public open spaces are also needed.

Acquisition of new shoreline open space on the northeastern and eastern edge of the City should be given high priority. This is the area most deficient in shoreline open space. It also has the most potential for meeting the recreation needs of neighborhoods in the eastern half of the City. The Recreation and Park Department should work closely with the Port of San Francisco and Redevelopment Agency to provide new parks, and provide additional recreational opportunities and public access along the Bay Shoreline.

Active recreational uses should be promoted along portions of the waterfront. These could include, but not be limited to, water oriented uses such as shoreline fishing, swimming, and boating. New shoreline park land and public open space should be acquired and/or developed. In addition, existing underutilized open space on the Bay Shoreline that is not now in maritime use, or planned for such use, should be identified for public access improvements.

Although the Bay shoreline should have priority for new public parks, a few parcels on the western shoreline should also be acquired or preserved for public open space.

More specific policies for open space development at specific locations along the shoreline appear below.

WESTERN SHORELINE*

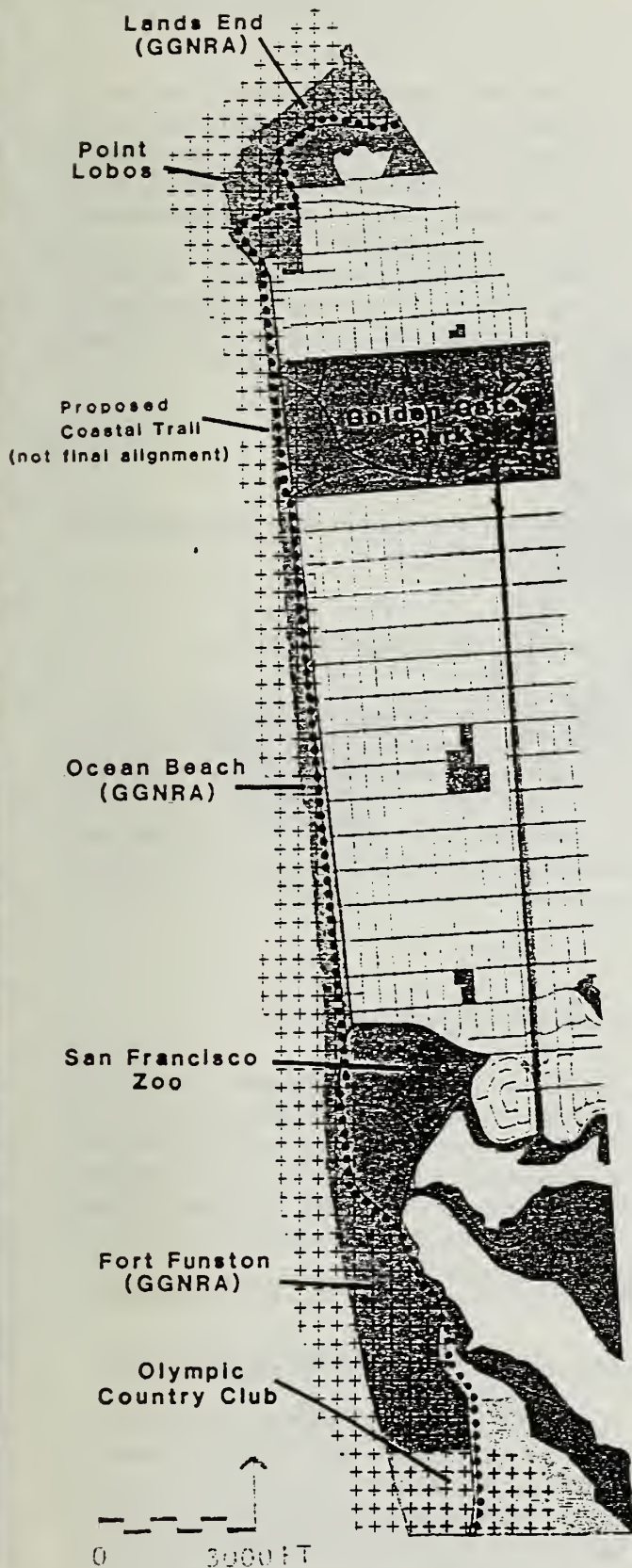
Olympic Country Club

Retain as open space. If private golf course use is discontinued, acquire for public recreation and open space, if feasible. If not, cluster permitted development in order to preserve major portions of the area as publicly accessible open space. Maintain trails in the bluff area west of Skyline Boulevard and encourage granting an easement of this area by the property owner to the National Park Service as part of the Golden Gate National Recreation Area (GGNRA).

Fort Funston (GGNRA)

Maximize the natural qualities of Fort Funston. Develop recreational uses which will have only minimal effect on the natural environment. Support creation and continued development of an environmental education center. Permit continued use of existing hang glider decks, and picnic areas.

*The Western Shoreline Plan, which is part of the Master Plan, is the City's plan for the Local Coastal Zone established by the California Coastal Commission. This plan includes objectives and policies pertaining to open space in the area covered by the plan (see Map 5). A summary of these provisions is included here. The Western Shoreline Plan should be consulted for details.



Map 5

WESTERN SHORELINE PLAN

SHORELINE ZONE

+++ All New Development Subject To Shoreline Guidelines

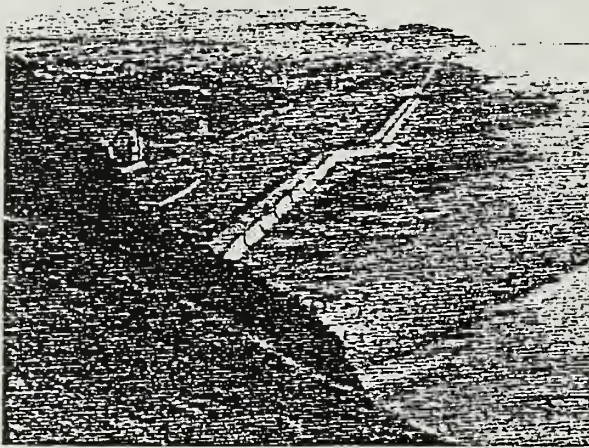
PUBLIC OPEN SPACE

■ Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

▨ Provide New Open Space Along The Shoreline

..... Proposed Shoreline Trail



Great Highway

Develop the entire Great Highway right-of-way from Sloat Boulevard north to Pt. Lobos as a recreational parkway. Emphasize slow pleasure traffic and safe pedestrian access to the beach. Create and maintain bicycle, pedestrian and equestrian trails along the corridor and link them to Golden Gate Park and regional coastal trail systems. When a new seawall is constructed, extend the pedestrian promenade and provide convenient beach access stairs at regular intervals.

Design the seawall, promenade, and beach access system to afford maximum protection to the dune ecosystem. Provide safe access to Ocean Beach by installing signalized crosswalks which are well lit after dark. Provide and maintain trail linkages between Golden Gate Park and Sutro Heights park by creating a landscaped recreational corridor adjacent to the former Playland-at-the-Beach site. Where possible, create new playgrounds for adjacent neighborhoods.

Ocean Beach (GGNRA)

Continue as natural beach area for public recreation. Improve and stabilize sand dunes where necessary with natural materials to control erosion.

Golden Gate Park

Strengthen the visual connection and physical access between the park and the beach. Improve the western

end of the park for public recreation and when possible eliminate the sewer treatment facilities. Extend the reforestation program, which has been established to replace dead and dying trees at the windbreak along the ocean, throughout the park to ensure vigorous forest tree growth and maintain high visual quality. Emphasize the naturalistic landscape qualities existing at the western portion of the park, and encourage increased visitor use in the area. (Golden Gate Park is more fully discussed in the Citywide System section, policy 11.)

Seal Rocks (GGNRA)

Maintain Seal Rocks in public ownership and protect the marine wildlife habitat.

Cliff House-Sutro Baths (GGNRA)

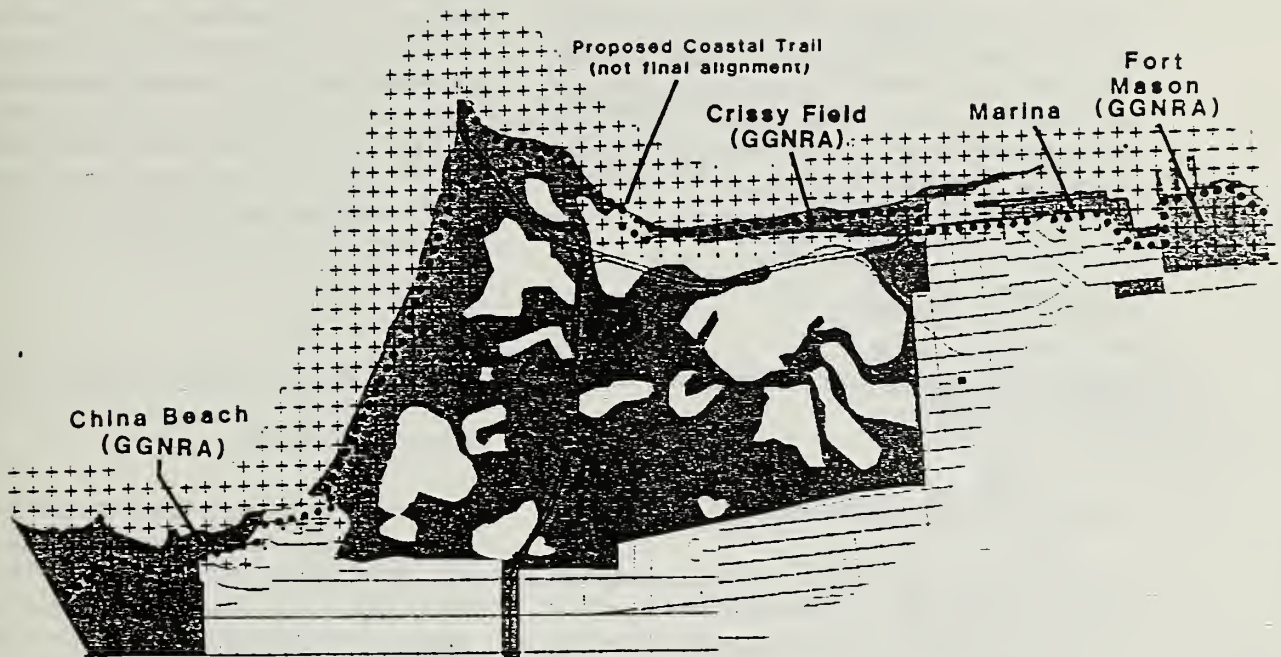
Develop the Cliff House-Sutro Baths area as a nature-oriented shoreline park. Permit limited commercial recreation uses if public ownership is maintained and control development to preserve the natural character of the site. Selectively develop historic bath ruins with stairs, walkways and ramps, seating and landscape improvements to permit increased public use and enjoyment.

Sutro Heights Park (GGNRA)

Continue use as park and preserve historic and natural features. Restore selected landscape elements and improve overlooks. Protect the natural bluffs. Keep the hillside undeveloped in order to protect the hilltop landform, and maintain views to and from the park. Acquire the former Playland-at-the-Beach site north of Balboa if funds become available.

East and West Fort Miley (GGNRA)

Develop public open space area for continued recreational use and preserve natural and historic features in conjunction with the Golden Gate National Recreation Area. Maintain picnic areas and create an historic interpretive center and facilities for day camp use. Fort Miley Veterans Administration hospital parking should be provided on the hospital grounds.



Note: For the Presidio see Map 3

NORTHWESTERN SHORELINE PLAN

Map 6

SHORELINE ZONE



All New Development Subject
To Shoreline Guidelines

PUBLIC OPEN SPACE



Maintain And Improve The Quality Of
Existing Shoreline Open Space &
Recreation

PROPOSED PUBLIC OPEN SPACE



Provide New Open Space Along
The Shoreline

..... Proposed Shoreline Trail

NORTHWESTERN SHORELINE

Lincoln Park

Continue to provide public recreation facilities in areas that have already been developed. Maintain the remainder of the park as naturalistic open space. Limit improvements to those necessary to ensure access and adequate public safety. Take measures to control erosion where it is a problem and to restore bluff land-forms to a stable naturalistic condition.

China Beach (GGNRA)

Facilitate continued use for ocean swimming and as a public recreation area.

The Presidio Shoreline (GGNRA)

Provide, maintain and identify with appropriate signage, a continuous shoreline trail from the southwest edge of the Presidio (Seacliff) to its eastern end in the Marina.

Attractively maintain the significant open space on each side of the Golden Gate Bridge toll plaza. Provide for recreational access through the Golden Gate Bridge Highway and Transportation District's staging and maintenance areas.

Develop the Crissy Field area to permit more intensive recreational uses without significantly altering the character of its open landscape. Enhance existing beach and lawn areas to accommodate varied active and passive recreational uses, and enhance views of the Golden Gate. Integrate the landscaping, design, development and use of the portion of Crissy Field under jurisdiction of the US Army with the portion managed by the National Park Service. Reduce the profile of any development near the National Recreation Area so that it may be screened from view from the shoreline.

The Presidio is more fully discussed in the Citywide System section, Policy 5.

Marina—Presidio to Gashouse Cove

Maintain the quality and character of the Marina Green. Enhance public access to boat marinas consistent with reasonable marina privacy.

Fort Mason (GGNRA)

Protect natural vegetation and marine wildlife habitat at the northeast portion of the site. Maintain the existing cultural center in renovated pier and warehouse structures, and use for educational and cultural facilities and activities. Encourage continued programming of special events and activities. Introduce landscaping in parking area. Develop the Burton Memorial amphitheater. Preserve historic gardens and adapt historic buildings to community uses as current use is discontinued and structures are made available by the U.S. Army.

NORTHEASTERN SHORELINE*

Alcatraz (GGNRA)

Maintain as public open space for recreational use. Preserve historic structures and gardens and provide interpretive exhibits describing the island's history. Remove non-historic structures and develop landscaped areas to increase public use and enjoyment. Protect bird and marine wildlife habitats.

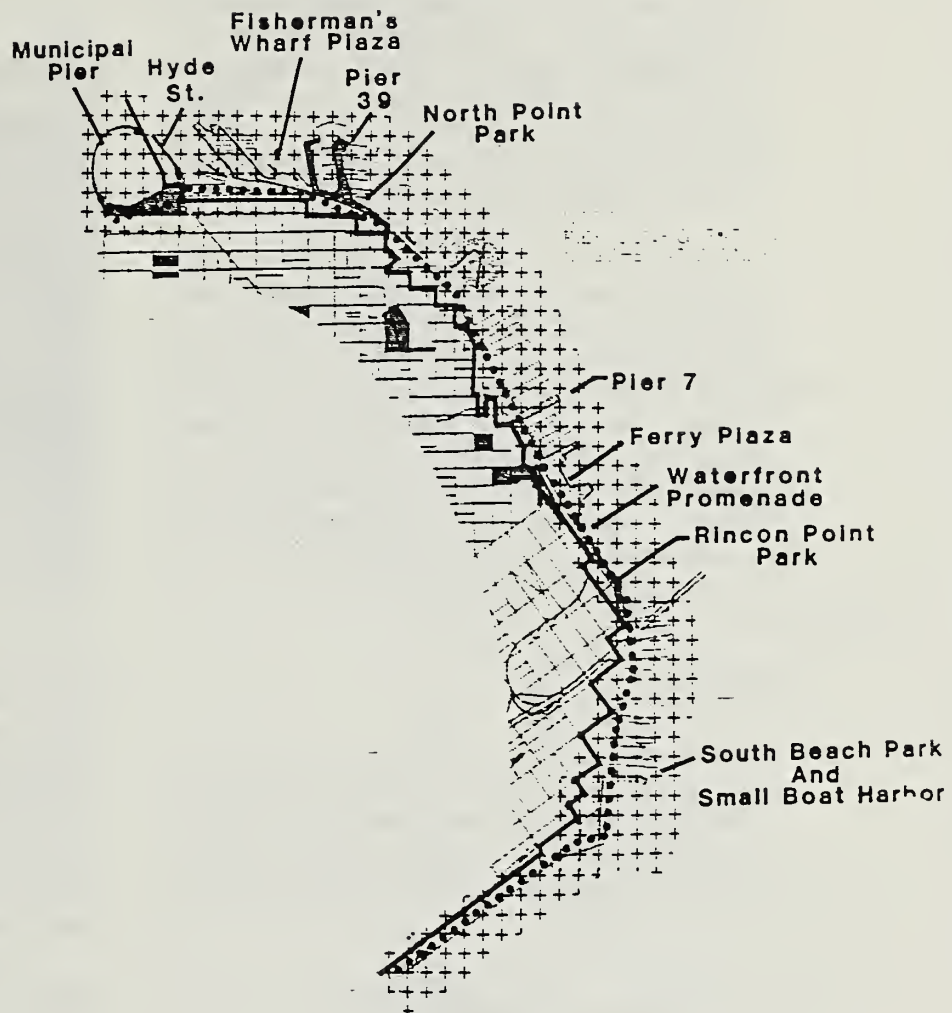
Aquatic Park-Hyde Street Pier (GGNRA)

Repair and maintain municipal Pier. Encourage continued use of the basin for swimming. Maintain and enhance public access to the swim clubs. Expand public recreation opportunities, including passive and active water-oriented recreation. Add new seating, paving, and street furniture to landscaped areas, and use landscape features that enhance and emphasize the historic maritime character of the area. Provide space for an expanded collection of historic vessels at the Hyde Street pier in a manner that will not impact continued use of the basin for swimming.

Fish Alley

Maintain the existing authentic character of Fish Alley north of and parallel to Jefferson Street, which supports a viable commercial fish handling and distribution

*The Northeastern Waterfront Plan, which is part of the Master Plan, includes objectives and policies pertaining to open space for the area it covers (see Map 7). A summary of these provisions is included here. The Northeastern Waterfront Plan should be consulted for details.



NORTHEASTERN SHORELINE PLAN

Map 7

SHORELINE ZONE

- +++ All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

- Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

- ▨ Provide New Open Space Along The Shoreline

- Provide New Open Space In The General Vicinity

- Proposed Shoreline Trail

- Port Jurisdiction

industry. Improve public access along the wharves, where compatible with concerns for public safety and fishing operations. Maintain and improve view corridors from public rights of way into fish handling areas, the outer lagoon, open waters of the Bay, and back to the City. Provide a maritime oriented plaza and widen sidewalks to accommodate heavy pedestrian use. Create an open plaza adjacent to Wharf J-3.

If a fish hall is developed, construct a second level walkway on the western side of the rebuilt Hyde Street pier with overlooks at the end of the pier and into the fish hall. Because of the fish handling activities along Hyde Street pier and Fish Alley, do not provide a pedestrian promenade along the shoreline between Hyde and Jones Street. Rather continue the promenade along the north side of Jefferson Street. Widen the sidewalks to accommodate the high volumes of pedestrian traffic, and deal with the problem created by the existing buildings which encroach on the sidewalk area.

Pier 45

Provide public access where consistent with the potential use of the pier for commercial fish handling, vessel support and/or mixed commercial and public assembly uses. Seek to create a continuous pedestrian promenade at or near the perimeter of the pier with wind protection, providing outlooks to the Bay.

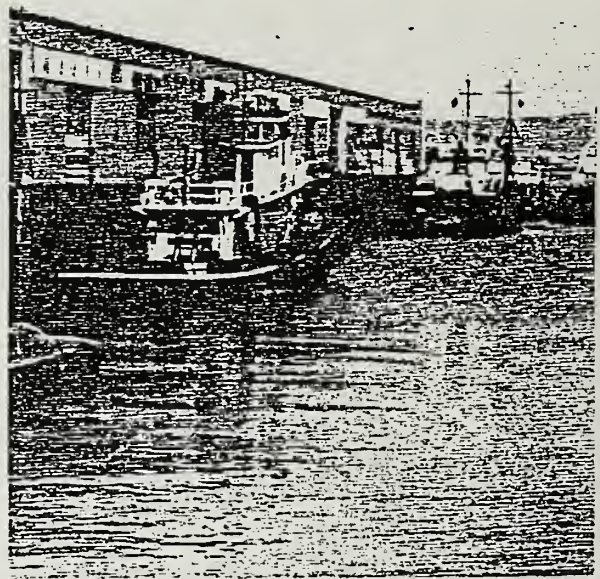
Fisherman's Wharf Plaza

Develop a public plaza on all or a significant portion of that part of the seawall lot bounded by Jefferson, Taylor, and the Embarcadero which does not already contain structures.

Piers 9-35

Overlook areas between piers should be improved with attractive areas for sitting, fishing, and viewing maritime activities wherever they can be provided without interference with Port operations. Visual access to the water should not be restricted by trash containers or storage of non-cargo materials at overlook areas. If and when all or a portion of the area between these piers and the Embarcadero is released from maritime use, emphasize development of major open spaces.

To the extent that it is compatible with continued active



maritime use of the piers, allow portions of the existing wind protected pier apron between Pier 31 and 33 to be used for public access. Provide seating and maximize physical and visual access to the water in a manner that will not interfere with the existing and continued maritime use of the area.

Extend the pedestrian promenade north from the Ferry Building along the Embarcadero. Provide maximum access along the water's edge.

Improve the Embarcadero between Northpoint Street and Broadway as an attractive landscaped roadway, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas. Should the separate access roadway be determined to be unnecessary, develop the access area as a linear park similar to the park between Pier 35 and Pier 41.

Pier 7

Develop Pier 7 as a public open space pier. Construct a new pier, with adequate seating, providing restroom facilities in the pier's vicinity. Uses of the pier should include fishing, pedestrian circulation, environmental education exhibits, and other appropriate uses.

Pier 1-1/2, 3, 5

In conjunction with redevelopment of Piers 1-1/2, 3, and 5, create a plaza of approximately one half acre at the

Map 8 EASTERN SHORELINE PLAN

SHORELINE ZONE



All New Development Subject
To Shoreline Guidelines

PUBLIC OPEN SPACE



Maintain And Improve The Quality Of
Existing Shoreline Open Space &
Recreation

PROPOSED PUBLIC OPEN SPACE



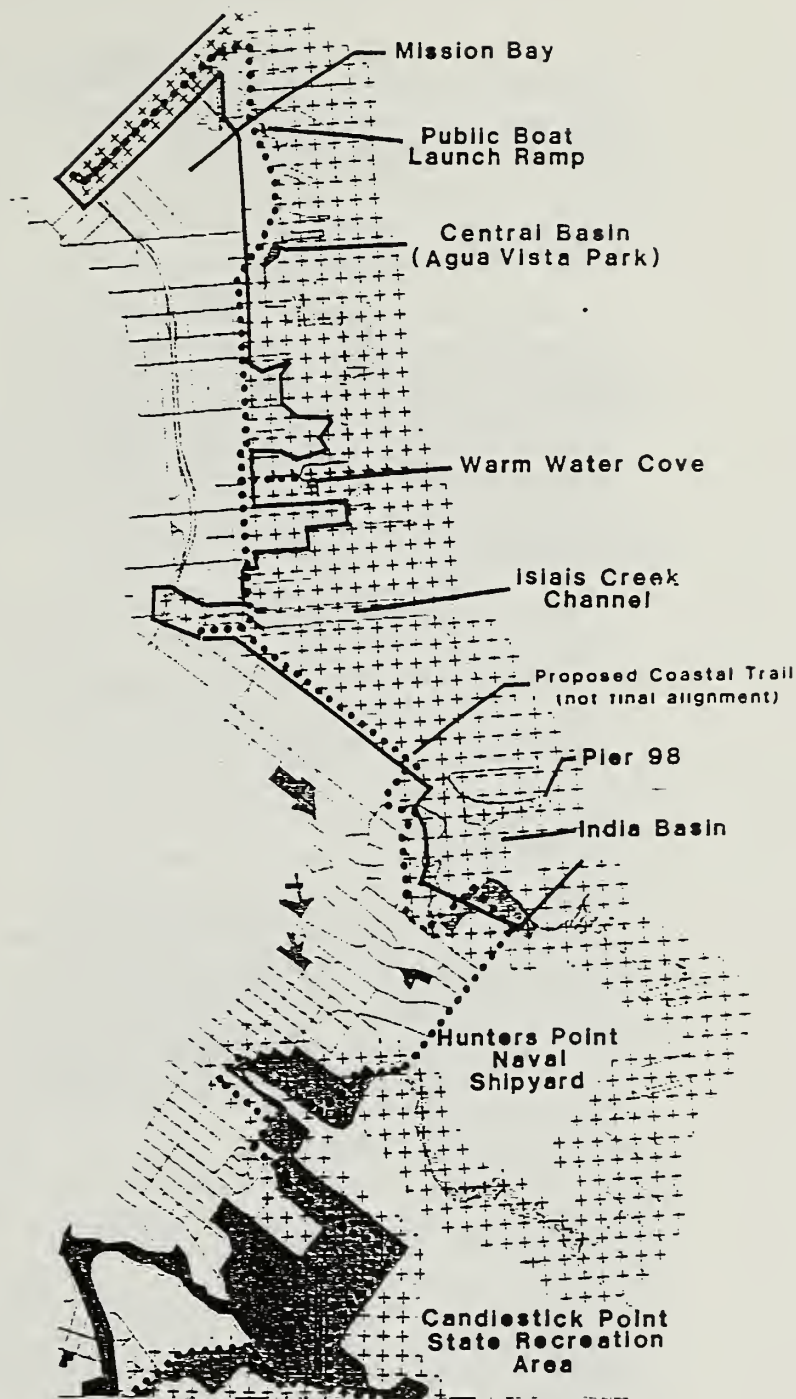
Provide New Open Space Along
The Shoreline



Provide New Open Space In
The General Vicinity

..... Proposed Shoreline Trail

— Port Jurisdiction



eastern end of the pier. Develop a small public plaza between Piers 3 and 5 with seating and landscape material. Provide public access along the perimeter of Pier 3 and around the bulkhead buildings.

Ferry Plaza

Improve the visual and physical connection between the city and the Bay. Reinforce recreational use of the Ferry Building area as terminus of Market Street and terminal for commuter and recreational ferry boats. Remove the elevated Embarcadero Freeway and existing surface parking, and realign the Embarcadero roadway, creating a plaza that creates a strong urban design setting for the Ferry Building as the terminus of Market Street.

Improve physical access to the waterfront by creating major linked landscaped open spaces at Pier 1, on the existing BART platform, and at the Agriculture building. Provide a mixture of commercial and noncommercial marine oriented recreation opportunities.

Rincon Point

Create a new four to five acre public park at Rincon Point at the Base of Folsom Street abutting the seawall and pedestrian promenade by rerouting the Embarcadero to Stewart Street between Howard and Harrison Streets. Orient the park to the Bay and provide large grassy open areas, hard surfaces, and a mixture of facilities to meet the recreation preferences of nearby residents and downtown office workers.

South Beach Small Boat Harbor and Park

Create a new six or seven acre public park and small boat marina east of the Embarcadero Roadway. Provide broad lawn areas and landscaped grounds. Remove piers 42, 44, 46a and portions of Pier 40, creating a sheltered small boat harbor that can accommodate 700 boats. Include a public boat launching ramp in the development if possible.

Redevelop pier 40 to provide facilities required for the small boat harbor, and provide public access for viewing, fishing, and other activities along the pier. Include provision for a bicycle trail and pedestrian promenade linking open space along the waterfront, as well as the recreation oriented public transit line that is being

considered for the waterfront. The greatest portion of the park should be a gently sloping well landscaped lawn area designed to accommodate individuals and coordinated group activity, and permit a variety of recreational opportunities.

EASTERN SHORELINE*

The eastern shoreline, shown in Map 8, is one part of the waterfront likely to experience significant change in the years ahead. It can provide the space for expanding working Port and maritime facilities, and for new and expanded public open spaces and public access along the water's edge. Redevelopment of the Eastern Shoreline should be balanced so that adequate space is planned for public open space as well as for expanded port and maritime use.

Mission Bay

A plan for Mission Bay area is being prepared. Provision for public access to the shoreline and adequate parks and public open space to meet the needs of residents, workers and visitors will be important considerations in the planning process. The following policies from the 1973 Recreation and Open Space Element apply to the area. They will be revised, as appropriate, as part of the planning of Mission Bay:

China Basin Channel

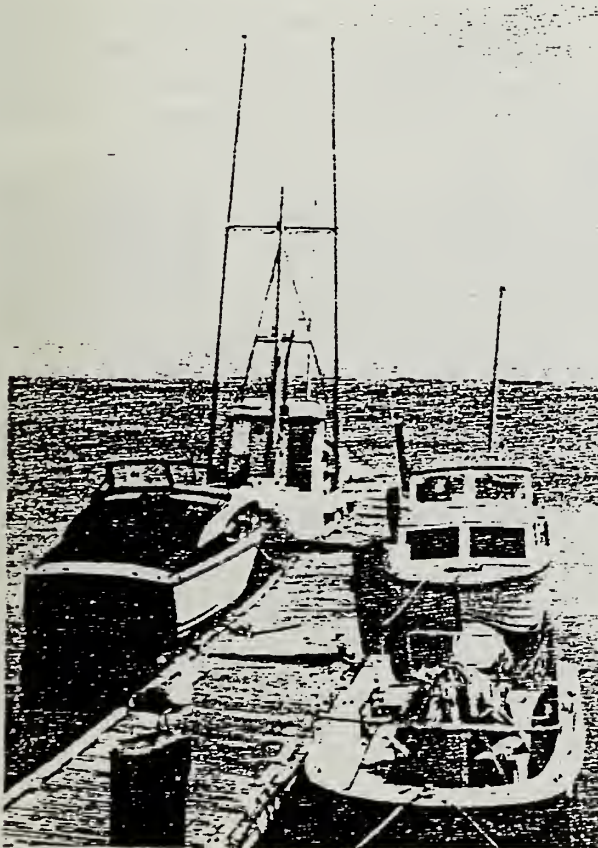
- Provide approximately nine acres of new recreation areas for the public along the channel shoreline. The recreation areas should be clearly marked and conveniently accessible to the public. Channel waterfront development should increase the opportunities for public access to the water's edge with a maximum interface of land and water.
- In the future the area south of the channel may be converted to a large, multiple-use development. Should this happen, the channel should play a major role in the new development and a new plan for the

*The Central Waterfront Plan, which is part of the Master Plan, includes objectives and policies pertaining to open space. A summary of these provisions is included here. The Central Waterfront Plan should be consulted for details.

channel as a recreation asset should be undertaken. Shoreline designated for open space should be stabilized with bank reconstruction, running piers or quays. In the interim the channel area's special amenities should be preserved and priority given to incremental development that will be compatible with long-range objectives for the shoreline.

Mission Rock Public Boat Ramp

- Permit maximum recreational use of existing public boat ramp in conjunction with Port activity. Stabilize the shoreline as required. Provide informational signing to encourage maximum recreational use of the existing area. Retain the public boat ramp, and regrade and landscape the area to promote increased public use and enjoyment. As opportunities arise, enlarge the area along the shoreline for public access.
- If development of port facilities require use of this site and alteration of the existing open space, replace the Pier 54 public boat ramp with equivalent or enhanced facilities elsewhere on the eastern shoreline. Provide adequate parking designed to serve vehicles with boat trailers.



Central Basin—Agua Vista Park

Maintain and expand Agua Vista park. Allow some fill, using materials such as beach sand, if necessary for public recreation. Plant and maintain landscape materials suitable for the waterfront setting. Provide additional informational signing, and seating areas, to encourage additional use.

As opportunities arise, expand the area into a major public waterfront park. Give priority to development of large waterside areas for beach, park and picnic facilities with continuous, safe public access.

In the event it is determined that this area is needed for Port maritime expansion provide comparable open space elsewhere on the eastern shoreline.

Warm Water Cove

Improve the park site and cove shoreline along the Bay east of Louisiana Street with shoreline fishing as the primary recreation use. Any fill placed at or adjacent to the cove should retain and enhance the natural and man-made factors that make the cove desirable for fishing. These factors include maximum open water and circulation into and out of the cove to prevent stagnation. Create a more interesting park landscape by regrading the site to maximize Bay views, and improve the soil as required to permit more vigorous vegetation growth and install marine tolerant plant species.

As opportunities arise, expand parkland to include a waterfront picnic area west of Maryland Street. Continue to provide public access to the cove from Twenty Fourth Street and improve visibility of the park from the street. Provide a consistent level of maintenance for landscaped and developed areas. As opportunities arise, extend the park to the north bank of the channel along the shoreline in front of the PG & E facility. When and if that facility is deactivated, give priority to expanding the public open space along the shoreline.

In the event it is determined that this area is needed for Port maritime expansion, provide comparable open space somewhere else on the eastern shoreline.

Islais Creek

Continue to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides areas for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

Pier 98

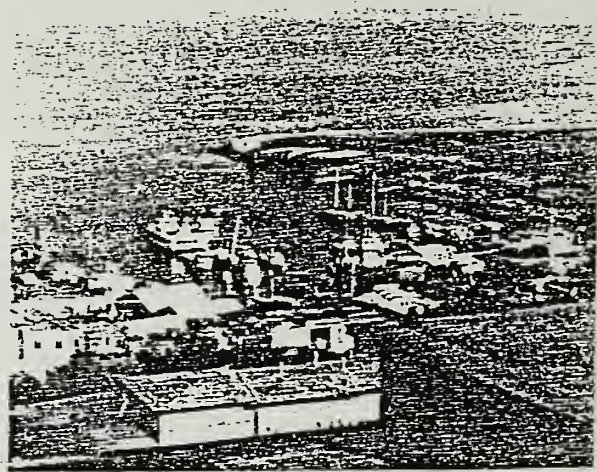
Pier 98 is a narrow eleven-acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new Bay bridge, the Southern Crossing, that was once proposed for the site. Consistent with the Port's needs for a portion of the area to support maritime terminal operations, make the Pier south of Jennings Street available for public shoreline access. Include a trail system, seating and picnic tables, and wildlife observation areas. Maintain support of the a significant seasonal shorebird and wildlife population and restore and enhance marsh and tidal mudflats.

India Basin

Retain existing privately operated boat maintenance and repair yard uses. Give priority to development of marine oriented industrial and commercial recreation on property inland of the shoreline. Acquire and develop the mapped area as a continuous waterfront park. Permit development of a small boat marina with related facilities, including a public boat launch facility. Provide well-marked pedestrian and bicycle trails. Create grassy picnic areas and reserve viewpoints with good views over the Bay and to the downtown area. Investigate potential to reintroduce marsh and mudflats to restore these habitats for native flora and fauna.

Hunters Point Naval Shipyard

Seek ways to increase public access to the shipyard without interfering with maritime use. Encourage construction of new naval housing near the north gate entrance. Shoreline access could be provided along the



South Basin extending east from the Candlestick Point State Recreation Area. A trail connecting India Basin and Candlestick Point could be provided along Earl Street through the Naval Shipyard site to link up with the City shoreline trail.

Candlestick Point

Encourage and facilitate implementation of the master plan for development of the 171 acre Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline.

The State's master plan calls for enhancement of wildlife habitat and development of water-oriented as well as other active and passive recreational uses. The natural marsh is to be restored near the mudflats at the north end of the park. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned at the southeast end of the park at 'Sunrise Point' has been installed. The plan calls for construction of hiking trails throughout the park.

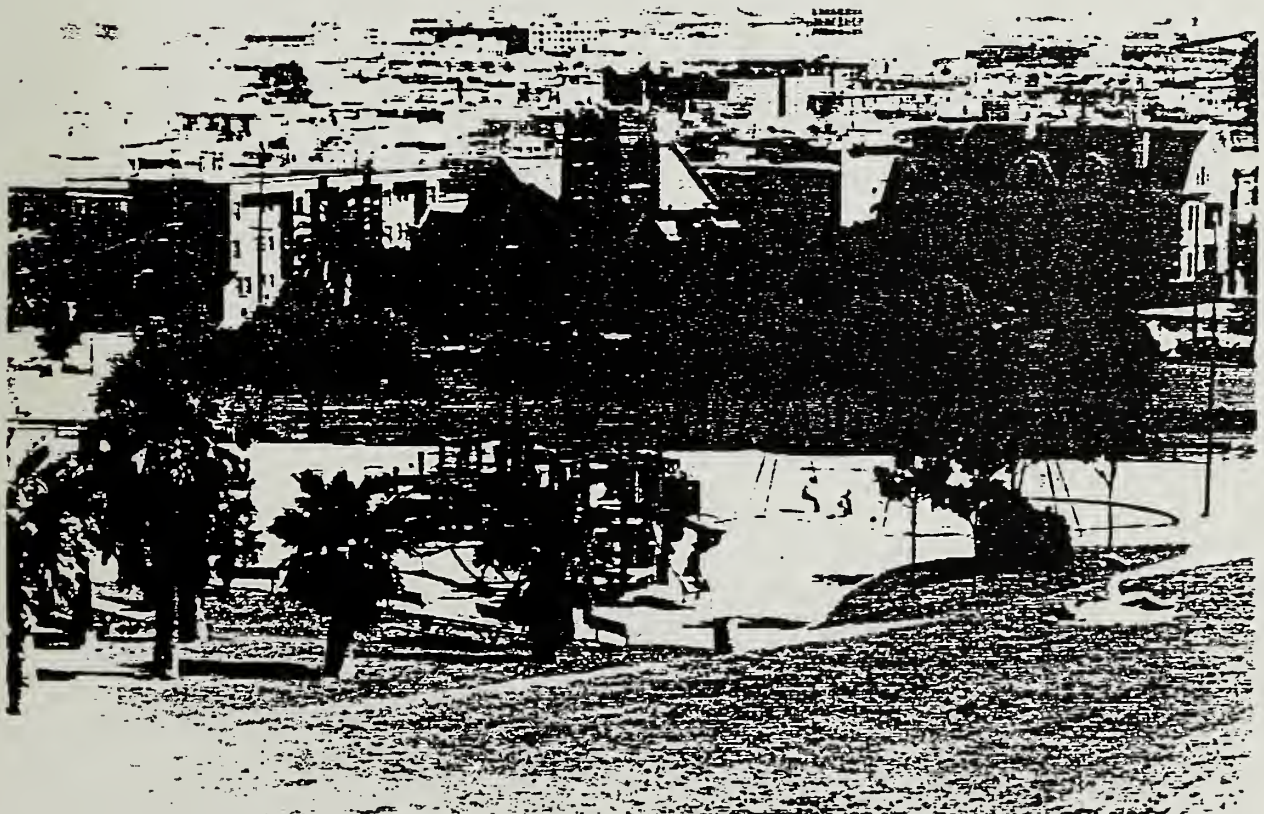
Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers and swimming beaches and a community cultural and recreation center.

The plan provides for development of a number of water oriented uses. A marina complex is planned with space for a ferry landing and concessions, slips for permanent

as well as day-time boat tieup. The marina would include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

Bayview Hill

Improve and expand Bayview Park. Make it more accessible to the public for recreational purposes by providing better vehicular and pedestrian access. As private development occurs along the periphery, orient that development in ways that will activate the park.



F. The Embarcadero Plan
San Francisco Chapter American
Institute of Architects

THE EMBARCADERO PLAN



URBAN DESIGN RECOMMENDATIONS for
San Francisco Chapter

SAN FRANCISCO'S
American Institute of

EMBARCADERO
of Architects

THE EMBARCADERO PLAN

APRIL 1986



URBAN DESIGN RECOMMENDATIONS for SAN FRANCISCO'S EMBARCADERO
San Francisco Chapter American Institute of Architects

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The Embarcadero south of Market is about to undergo a major transformation, a transformation that will shape the reality and the perception of this part of the waterfront for the foreseeable future. The shipping activities along the waterfront have left or are leaving, and despite the best intentions of the Port Authority, will continue to decline as they have in every other similar city.

This change in land use, and the associated retreat of the railroads, have left behind large tracts of vacant or under-used parcels on the landward side of the Embarcadero. Major projects are proposed for this linked set of large sites, but no overall plan seems to exist to seize the opportunity to create a magnificent urban space along the Embarcadero. The projects, as far as can be seen from the available material, tend to be oriented away from the Embarcadero, leaving that street as a rather tattered urban edge to the east. The whole design orientation of these projects should be turned around, with the Embarcadero providing the major orientation for the buildings.

The proposed transportation improvements evaluated in the I-280 Transfer Study offer a unique opportunity to unify San Francisco's eastern edge in a manner heretofore impossible.

Unencumbered by legal and political limitations, this study by the professional design community delineates how the Embarcadero can be unified and in turn act as a unifying element among the various districts through which it passes. Our goal in this effort has been to provide a catalyst that will ultimately lead to the creation and adoption of an Embarcadero Plan. Such a plan would provide a framework for all future planning and improvement efforts for both the inland areas and the water's edge. AIA's Urban Design Committee has further identified the pressing need for an urban design plan for the Central Waterfront as well. These plans can be developed without specific identification of land uses along the waterfront and private inland parcels since good urban design can accommodate varied and changing land uses.

These recommendations are meant not to focus on the problems unsolved, but on the possibilities revealed. If our work inspires you, please bring whatever influence you can to bear on the decisionmakers in this community to proceed with the I-280 Transfer improvements, the removal of the Embarcadero Freeway and the creation of a coherent and comprehensive urban design plan for the Embarcadero.



1. Aerial view of Downtown San Francisco and the Embarcadero.

INTRODUCTION

GOALS OF THE CHARRETTE

In preparing the Embarcadero Plan, the Urban Design Committee aimed to achieve two major goals:

- To identify the issues that need to be addressed to develop a coherent urban design concept for the San Francisco Embarcadero from Fisherman's Wharf to a new southern terminus.
- To offer guidelines and recommendations for adjacent land uses along the Embarcadero and for the treatment of the waterfront.

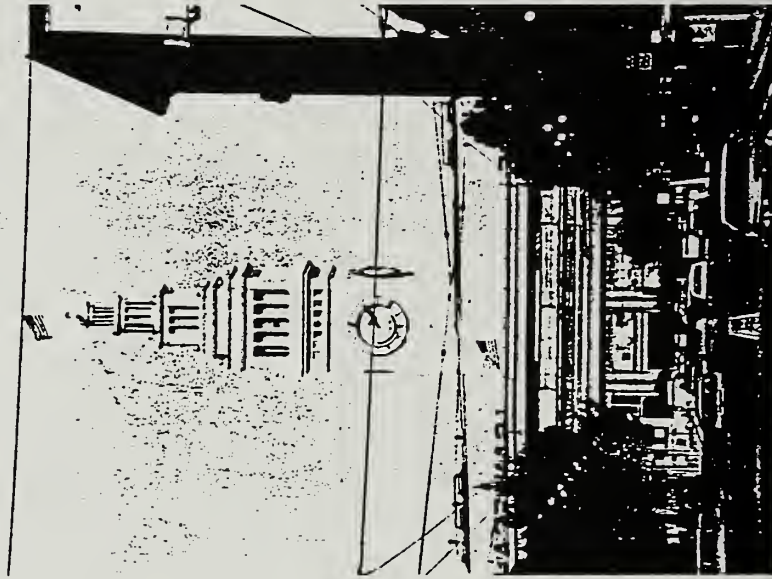
In keeping with these goals, the urban design team chose to work at two levels, toward two complementary products:

- An overall urban design concept plan.
- Specific urban design recommendations for subareas of the plan.

It is important to note that in keeping with the latest decision of the San Francisco Board of Supervisors, the AIA team assumed that the elevated freeway structure will be replaced by a surface roadway skirting the waterfront. Some of the design recommendations illustrate opportunities created by the elimination of the elevated

structure. Others can be realized even if the elevated structure remains. Note should be made of the SPUR Waterfront Study for laying much of the groundwork for this effort.

2. Charrette weekend.
3. View looking down Market Street towards Ferry Building with elevated freeway structure.



2.

CHARRETTE TEAM ORGANIZATION

The Urban Design Committee undertook the Embarcadero study in response to both the considerable current public debate surrounding the proposed removal of the Embarcadero Freeway as well as the related transit improvement plans in the I-280 Transfer Program. In addition, the National AIA R/UDAT on the South of Market in the Fall of 1984 recommended that particular attention be paid to planning the Embarcadero as a grand urban space to benefit the entire City. The San Francisco Planning Department encouraged the AIA/SF to become sponsors of this effort.

In September of 1985, notice of the proposed study was circulated to all members of the AIA/SF and to related professionals such as the landscape architects of the City. The study took place over two weekends. The first weekend began with a Friday, October 25, evening

presentation by public officials. At that time the goals of the study were stated and the participants were given background statements by the following individuals:*

- Eva Liebermann, Department of City Planning
- Redmond Kernan, San Francisco Redevelopment Agency
- Doug Wright, Public Utilities Commission
- Teresa Rea, Mission Bay Planning Team
- Bob Issacson, Mission Creek Conservancy

In addition to any background material passed on by the various City officials, each member of the charrette team was given a package of pertinent planning information associated with the Embarcadero (see Bibliography).

The first full day of the study began with a two-hour bus tour along the Embarcadero. This firsthand knowledge was supplemented

* Dr. Randy Rossi of the Port of San Francisco was also scheduled to speak, but was unable to.

throughout the study by a library of over 300 slides. After the completion of the bus tour, the group organized into three separate teams that spent the remainder of Saturday and all of Sunday coming up with design concepts. Each team was asked at the completion of the weekend to present their key concepts and an analysis of the opportunities and potentials along the Embarcadero. The graphic results of these three teams were displayed for Chapter and public comment throughout the week at the

AIA/SF offices.

On Friday, November 1, members of the Embarcadero study team and other Chapter members met to analyze the three proposals. This analysis continued into a session the following morning from which a group consensus emerged. The remainder of the weekend was spent preparing analysis diagrams, an overall plan, site sections, and vignette sketches that describe the important aspects of the recommendations.

4. Charrette weekend.



POLITICAL CONTEXT

One of the primary impediments to the development of a coherent and comprehensive plan for the Embarcadero lies in the complexity of overlapping political and bureaucratic jurisdictions. General planning efforts and specific project approvals along San Francisco's bayfront must pass through a gauntlet of no less than six federal, state, regional and local agencies and commissions. These include: the Army Corps of Engineers (U.S. Department of Defense), Department of Fish and Game (U.S. Department of the Interior), California State Lands Commission, Bay Conservation and Development Commission, San Francisco City Planning Department and the Port of San Francisco.

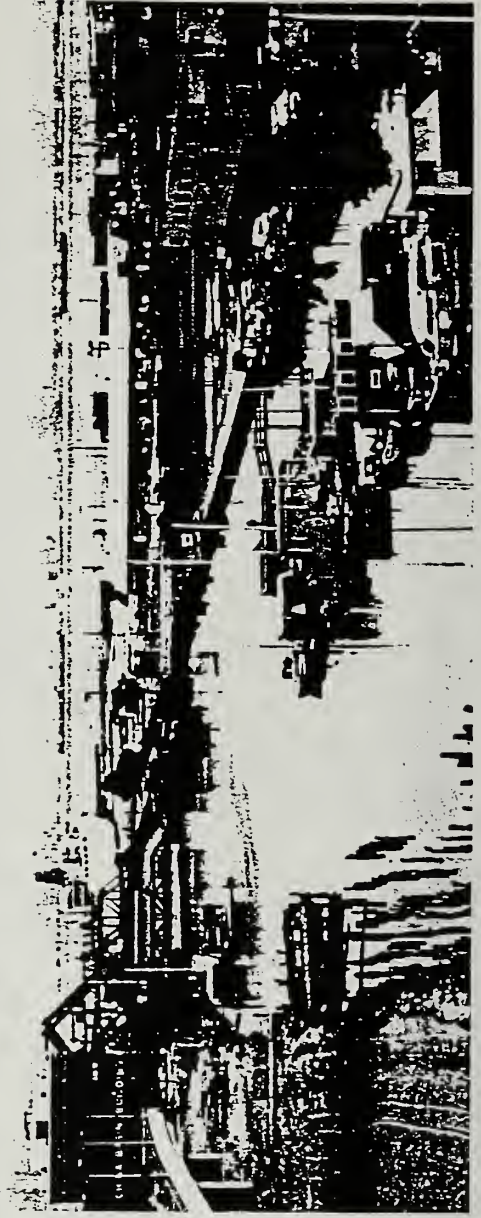
In addition to these, the I-280 Transfer proposal, in particular, faces review by the U.S. Highway Department, California Department of Transportation (Caltrans and Caltrain), the Metropolitan Transportation Commission, San Francisco Redevelopment Agency, MUNI, San Francisco Recreation and Parks Department and (probably not last and certainly not least) the San Francisco Board of Supervisors.

All of these entities, each with their own perspectives, plans, processes, regulations, varied constituencies and sometimes conflicting mandates, must somehow be convinced of the merits and/or

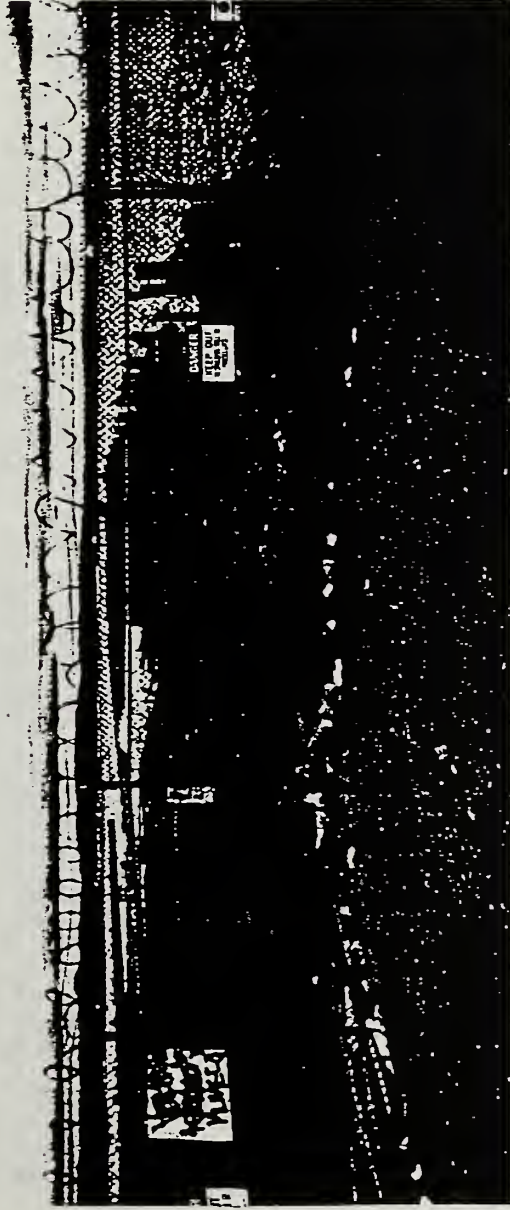
legality of any single plan before it can be approved. Past planning efforts that have taken as much as a decade to reach reality have often come to naught, when implementation is attempted. Pier 45 and the Ferry Building are two very recent examples. Both projects presently await a second attempt at implementation after twenty years of research, planning and negotiation.

This is not to say that the area is bereft of plans. On the contrary, there is no shortage of plans for areas along and adjacent to the Embarcadero.

5. View of China Basin.



6. Obsolete pier at Central Basin, fenced off from public access.



CURRENT PLANNING

BAY CONSERVATION AND DEVELOPMENT COMMISSION

- San Francisco Bay Plan
- Special Area Plan: San Francisco Waterfront
- Total Design Plan: Ferry Building Area, Piers 7 to 24
- Total Design Plan: Maritime Reserve Area, Piers 9 to 35 (not yet begun)

SAN FRANCISCO CITY PLANNING DEPARTMENT

- Northeast Waterfront Plan
- Fisherman's Wharf Action Plan
- Central Waterfront Plan
- Downtown Plan
- Rincon Hill Plan (not adopted)
- South of Market Plan (under review)

- Showplace Square Plan (under review)
- Mission Bay Plan (in progress)

SAN FRANCISCO REDEVELOPMENT AGENCY

- Golden Gateway Plan
- South Beach/Rincon Point Plan

PORT OF SAN FRANCISCO

- Maritime Strategy II (not adopted)

Given the complexities of the political context, when planning efforts are undertaken on, or adjacent to, San Francisco's waterfront, they must limit themselves to specific areas and often to specific issues, such as land use or transportation. Consequently and inevitably, the plans are disjointed.

The current level of planning and development activity that will impact or be impacted by the Embarcadero is staggering. Due to the planning process, the AIA/SF Urban Design Committee, which evaluates and monitors these plans as an independent body of design professionals, feels that the perception of the Embarcadero waterfront as an entity itself, is lacking. Imagine attempting to assemble a vast jigsaw puzzle without the picture on the box.

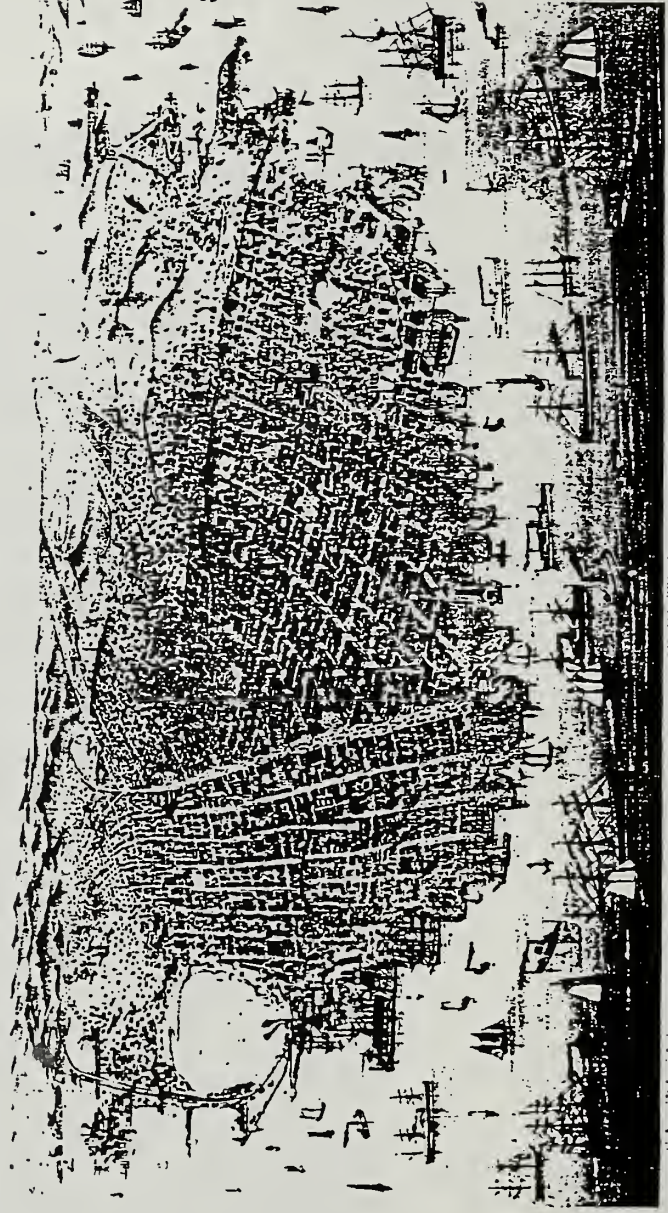
PHYSICAL CONTEXT

A HISTORICAL PERSPECTIVE

Though not terribly long, the portion of the waterfront within the study area is the most historically significant in San Francisco Bay.

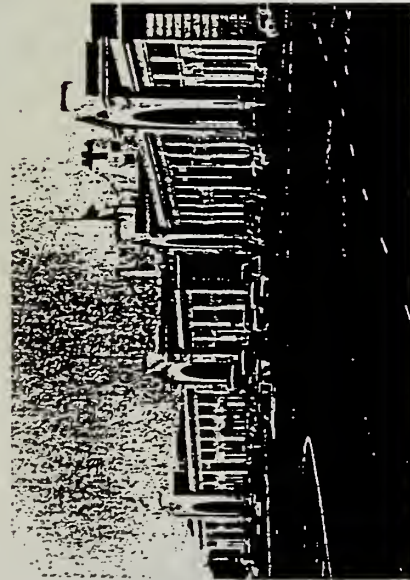
From the earliest days of settlement, maritime commercial

activity was focused on this stretch of the Bay's edge. The commercial boom started by the 1849 Gold Rush provided the stimulus for landfill and pier projects that extended right to the bulkhead limits established by the Corps of Engineers to create the Embarcadero as it exists today.



THE CITY OF SAN FRANCISCO.
AS SEEN FROM THE BAY LOOKING SOUTH WEST.

7. Artist's rendition of the San Francisco waterfront.



8. Looking north along Embarcadero towards the streetwall created by the bulkhead buildings.

THE BULKHEAD BUILDINGS

In this century, the pressure to provide enclosed space for cargo handling prompted, in short order, the construction of the pier facilities that stretch for miles both north and south from the Ferry Building. A vehicular roadway and rail service (the beltline) were constructed to link and service the storage and handling facilities.

The continuous, uniform wall of the bulkhead buildings, broken only at the Ferry Building, formed a waterfront image unique to San Francisco. When the piers were heavily used, this image was distorted by the multiple activities that occupied the Embarcadero and adjacent lots. It was used as a staging area for ship loading and unloading. It was a noisy, smelly, congested and dangerous area.

URBAN TRANSFORMATION

Because it was not perceived as an asset, the Embarcadero's right-of-way was selected as the site of the two-tiered Embarcadero Freeway that further separated this important section of the waterfront from the rest of the City.

As maritime use of the piers declined, the Financial District, the Telegraph Hill neighborhood, as

well as the warehouse rehabilitation district, extended into the no-man's land between the water's edge and the old districts.

With additional adjacent office and housing construction underway, the pressure to redirect waterfront usage towards non-maritime activities has intensified.

CURRENT DESCRIPTION

The current physical context reflects the tension between the old maritime uses and the needs of the present. Many of the existing elements, like the beltline, are barely used. Others, such as the bulkhead buildings, have been converted to non-maritime use. Many of the piers are used for borderline activities, such as storage of sand, gravel, and automobiles. The appearance of a lunchtime jogger is a far greater probability than that of a longshoreman.

Though some of the physical elements have remained constant, distinct zones have emerged within the study area.

NORTH BAY STREET ZONE

Between Pier 39 and the Bay Street intersection, the Embarcadero is defined by vistas toward Alcatraz Island seen beyond three-story office buildings and Coit Tower. To the North, the looming presence of the Pier 39 parking garage and the "fishing village" architecture of that pier, terminate this zone acting as the gateway to Fisherman's Wharf.



9. View from Fisherman's Wharf looking south.

10. Green Street view corridor.



10.

BAY STREET TO BROADWAY

In this zone, the street wall created by the bulkhead buildings is the dominant visual element, obstructing vistas from the road toward the Bay, while providing a memorable facade of gabled forms. The added width of the separate beltline right-of-way provides wide vistas to the Financial District's skyline and up Telegraph Hill. The inland edge in this area is defined by a series of low scale, brick clad office complexes set in lush, suburban landscaping, interspersed with older warehouses which have been converted to office and commercial space. Despite the linear nature of the office complexes, the existing street grid is clearly discernible as it intersects the Embarcadero and forms view corridors toward Telegraph Hill framed by four- to eight-story street walls.

BROADWAY TO THE FERRY BUILDING

At Broadway, the Embarcadero Freeway's unfinished concrete forms a raw portal to the next zone. The water's edge continues to be lined with the bulkhead buildings and, on the inland side, is framed by the Freeway overhead. The large multi-block developments of the Golden Gateway redevelopment provide a first image of the edge of the Downtown.



11. Looking south along Embarcadero at Broadway. Note incomplete terminus of elevated freeway.

FERRY BUILDING TO BAY BRIDGE

As the Freeway structure veers inland, the vistas at the Embarcadero open to the Bay Bridge superstructure in the distance. The existing promenade along the water provides a visual link to Yerba Buena Island. Inland, the smaller scale of the now preserved Audifred Building and adjacent older structures provides a pleasant transition from the large office structures beyond. The beltline right-of-way provides a larger separation between the shore and the built edge than anywhere else within the study area.



12. Promenade and Ferry Building cut-off from Downtown by raised freeway.

FERRY BUILDING

The Ferry Building tower is a distinct form along the Embarcadero. Acting as the pivot for San Francisco's two intersecting street grids, it is separated from the dense development and intense activity of Market Street by the raised freeway structure, chain-link fences, parking and a near obsolete rail freight right-of-way. All of these form a significant barrier to pedestrian movement at a point along the Embarcadero that could be a major arrival-departure point for the Downtown.



13. Looking southwest along Embarcadero at Hills Brothers complex and Bay Bridge beyond.



14. Bulkhead buildings at Bay Bridge.

BAY BRIDGE TO BERRY

Near the Bay Bridge, the rhythm of the bulkhead buildings returns, and continues below the bridge deck broken only at the scarred decks of Piers 30 and 32. Inland, the articulated brick image of the Hills Brothers complex, and adjacent concrete warehouses that are now being converted to commercial use, define a hard edge softened only by the overgrowth along the beltline right-of-way. In the distance, Rincon Hill is visible, acting both as the landing point for the Bay Bridge and as a site for an array of commercial buildings. Further southward, the gap between the bulkhead building street wall and inland structures increases to a distance of greater than a quarter mile. This is reduced only at Berry Street by the South Beach marina.

BERRY TO CHINA BASIN

Southbound vehicular traffic converges onto Berry Street and is routed across the bascule bridge at Third Street. The Embarcadero's unstructured form permits several structures to dominate the panorama, namely the China Basin Building, the elevated stub of I-280, and the bascule bridges that span Mission Creek at Third and Fourth Streets.



15. China Basin, looking west towards I-280.

CONCLUDING COMMENT

The uses of the Embarcadero within the study area have changed dramatically in the last thirty years. No longer maritime dominant, the needs of the new users -- the people who live, work and shop nearby -- must be considered in any improvement.



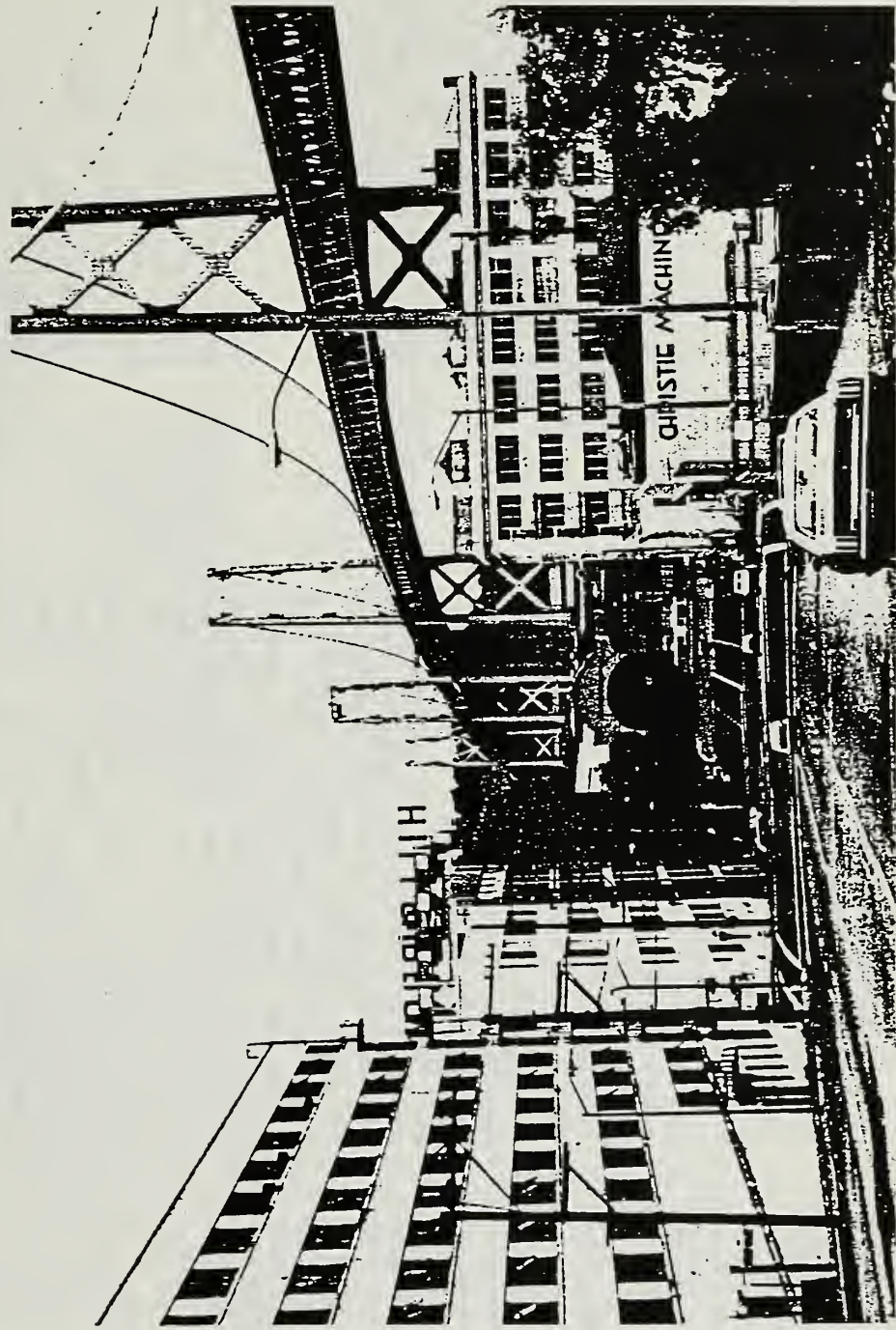
16. Central Basin, looking south towards Todd Shipyard.

CHINA BASIN TO TODD SHIPYARD

Beyond China Basin, vehicular circulation is separated from the water's edge. Third Street continues its direct route southward, while the shoreline stretches to the east. In this zone, existing piers are still used primarily for maritime activities. They are interspersed with pocket parks, fishing piers, and small scale older structures that house restaurants and yacht repair facilities. Distance vistas are available across the Bay as are shorter views of the heavy repair activities of Todd Shipyard.

Beyond Todd Shipyard, access to the water is restricted by maritime activities at the active piers, as well as Pacific Gas & Electric's power facilities. Some access, however, occurs at Warm Water Cove and Islais Creek.

17. View down Harrison Street from Rincon Hill towards Embarcadero.



URBAN DESIGN CONCEPT

The Embarcadero should be a continuous, grand, civic space, forming an important urban place along San Francisco's waterfront. The urban design concept addresses the ways in which the Embarcadero may achieve this goal and better serve our community.

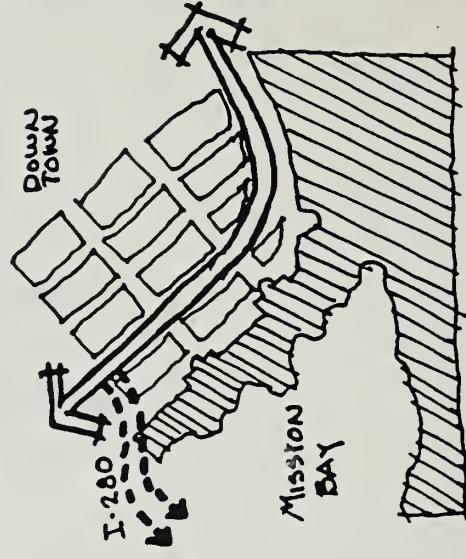
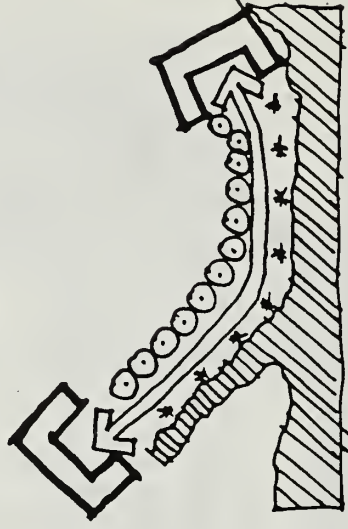
The ideas and recommendations presented herein represent the combined efforts of a professional team of architects and landscape architects. While each member of the team was advised of the legal constraints and recent plans associated with the Embarcadero, the waterfront and contiguous sites, the AIA/SF team felt free to explore design ideas which may not coincide with established policies. Key elements of the urban design concept follow.

The concept provides a generous boulevard setting, that not only integrates many systems of movement, but also provides a vibrant edge to the Downtown.

Formal continuity is achieved in three basic ways. A landscaped transit spine provides a strong backbone in the center of the Embarcadero, including new E and F MUNI lines, the beltline* and consistent lighting, shade trees, and other landscaping. Materials of the highest quality should be used in a consistent manner for paving, street furniture, planting, and other improvements. Thirdly, an articulated beginning and end should be developed at Fisherman's Wharf and Showplace Square. These termini should be developed as important civic places.

The concept calls for the Embarcadero to swing inland parallel to Mission Creek along King Street or south of Berry Street and continuing as a grand boulevard. This boulevard will carry the commuter traffic from the Embarcadero to the ramps at the terminus of Interstate 280 and will form a symbolic edge between the mixed use Mission Bay community and the predominantly non-residential neighborhood to the north.

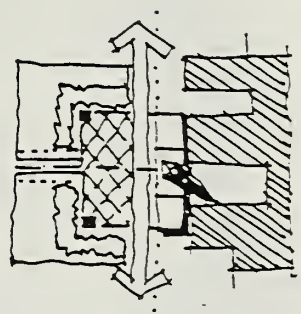
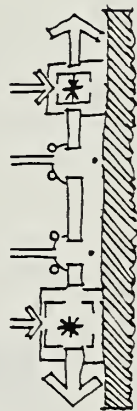
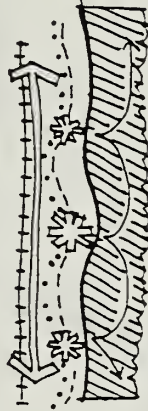
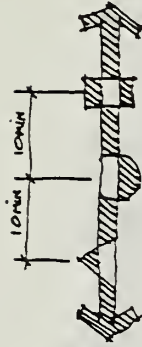
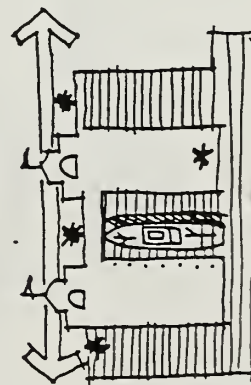
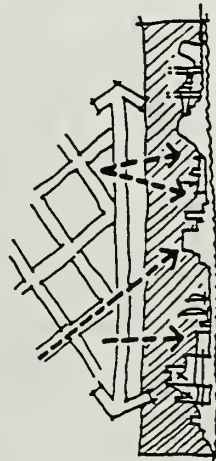
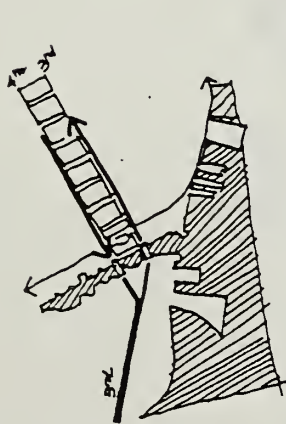
* As the beltline becomes obsolete, it should be replaced with low landscaping



The Third Street and Fourth Street crossing at Mission Creek and the Embarcadero is treated as an important link and gateway between the existing neighborhoods to the south, the emerging Mission Bay community, Yerba Buena Center as well as the waterfront and urban core. Accordingly, the design treatment is generous and formal.

The design concept provides a constant reference to the inland or private side of the Embarcadero by reflecting the existing urban grid pattern along this edge. In many instances, triangular parks are developed that preserve existing view corridors. In some instances new view corridors are provided, for example, at Broadway Street by the removal of the elevated freeway structure. Distant views of key reference points along the Bay such as Alcatraz, Treasure Island, Yerba Buena Island and the Bay Bridge, are preserved or enhanced.

The urban design concept acknowledges maritime uses and the related buildings as welcome assets and points of interest along the Embarcadero. However, existing maritime facilities should be considered adaptable to other possible uses in the future. These new uses should reflect the character and respond to the needs of adjacent neighborhoods, while also serving as components of a series of regional attractions.



Major centers or nodes along the Embarcadero are within eight to ten minutes walking distance, or two to three minutes riding distance, from each other. Each of these nodes offers a certain spatial experience, and each has a different character.

The concept incorporates a multimodal movement system into the design of the Embarcadero, including bicycle paths on the water side of the roadway and scheduled vaporetto service between major activity nodes on the waterfront.

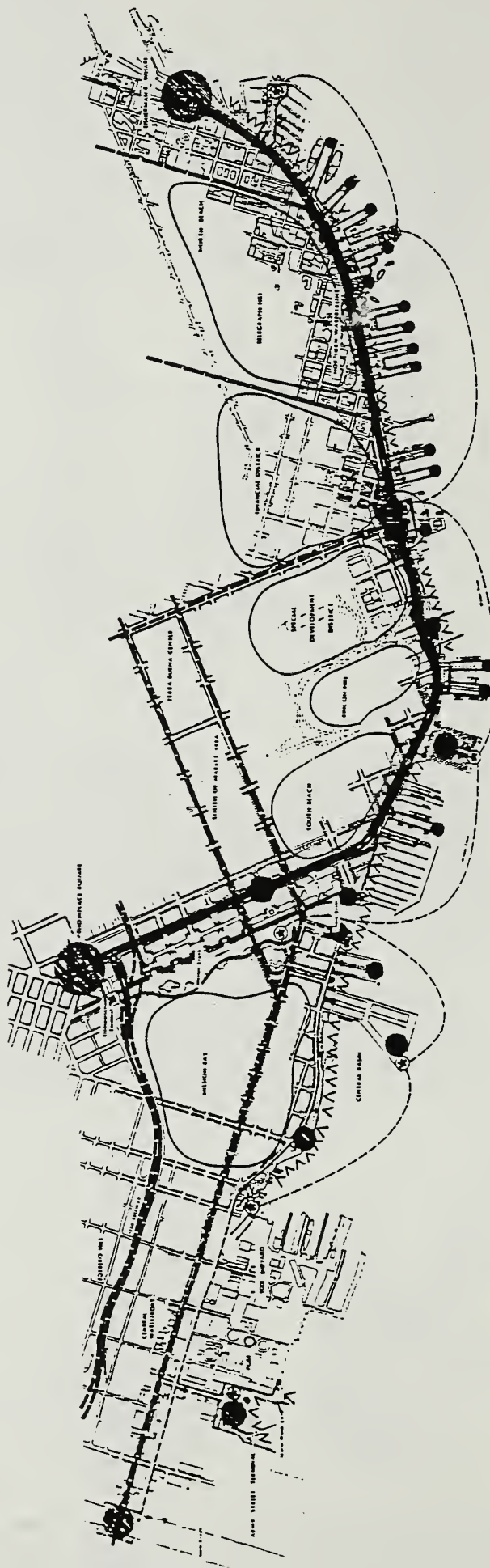
Linear and nodal elements (corridors and places) are to be provided along the waterfront with appropriate design treatment. Places of arrival and departure are more festive, more elaborate, while linkages are treated in a more simplified manner. This treatment will establish a rhythm along the Embarcadero for each method of travel. Major activity nodes, transit stops and spatial articulation can be used to orchestrate vehicular and mass transit movement. Secondary "events" and experiences can be planned for the pace of bicyclists and pedestrians.

For example, a pivotal point along the Embarcadero is acknowledged at the Ferry Plaza. The concept recognizes the plaza as a major point of arrival and, consequently,

CONCEPTUAL PLANS

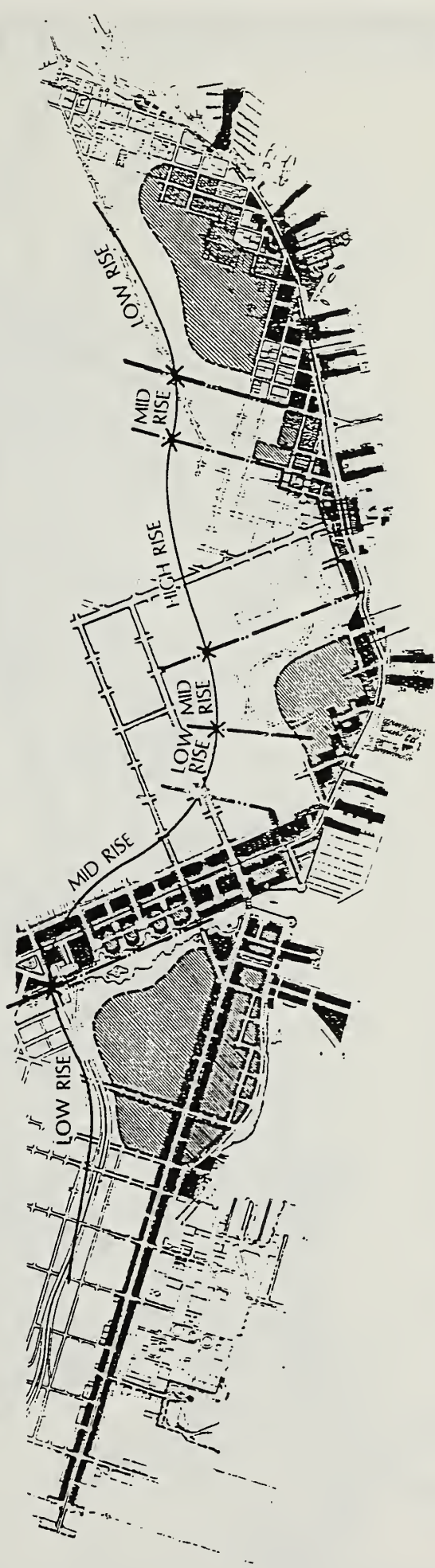
LEGEND

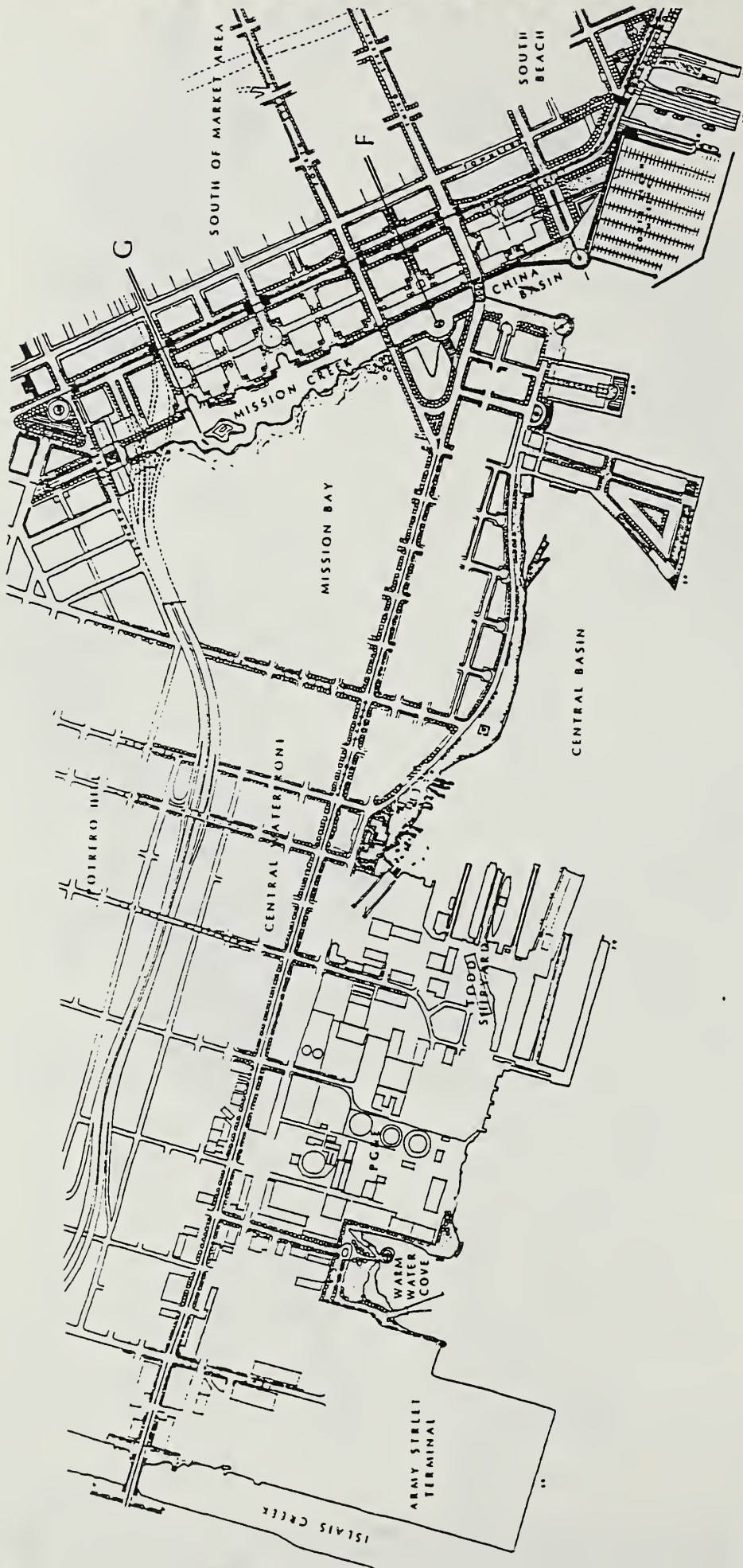
-  Pedestrian path
-  Pier structures with perimeter access
-  Point of special emphasis
-  Embarcadero boulevard
-  Arterial or freeway
-  "Soft" edge of Mission Creek
-  "Hard" edge of Mission Creek
-  Ferry Building Plaza
-  Embarcadero "terminus"
-  Open space/activity focus
-  District
-  Open views to water

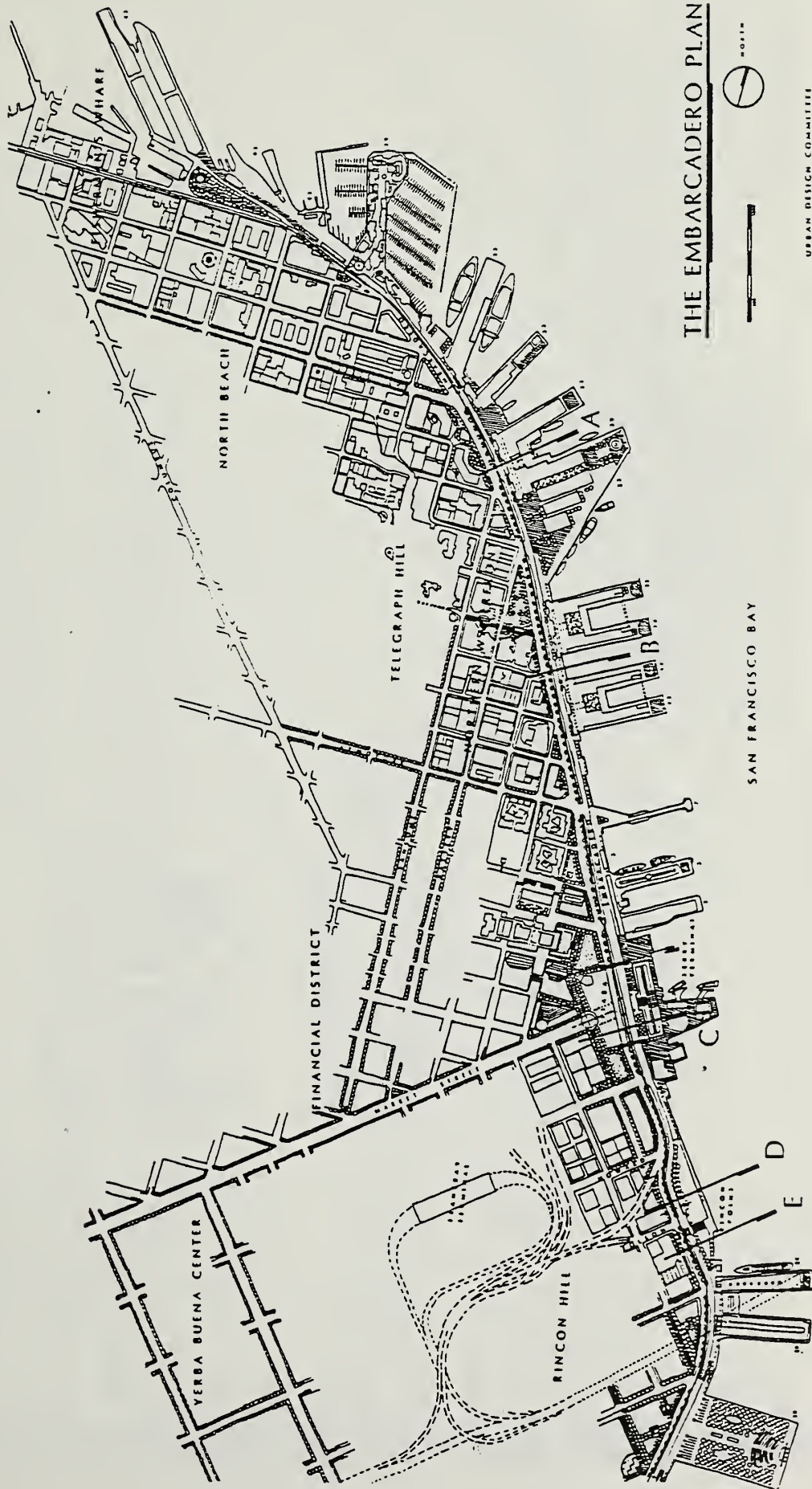




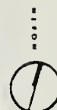
LEGEND
RESIDENTIAL
MIXED USE







THE EMBARCADERO PLAN



SAN FRANCISCO BAY

URBAN DESIGN COMMITTEE
AMERICAN INSTITUTE OF ARCHITECTS
SAN FRANCISCO CHAPTER

treats it as a grand civic space. The techniques utilized to achieve a sense of arrival are dealt with under SPECIFIC RECOMMENDATIONS for this area.

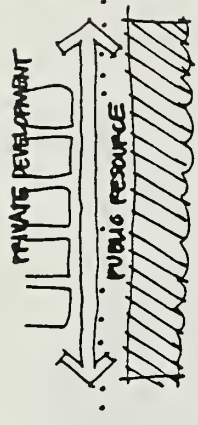
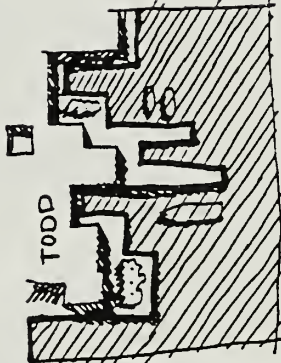
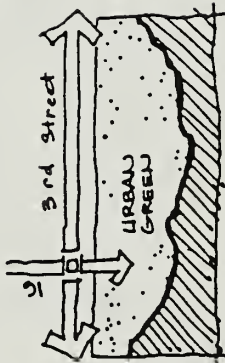
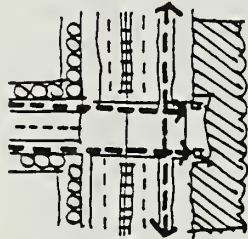
The urban design concept places emphasis on good pedestrian access to the waterfront at the intersection of major streets and at logical points of connection with the adjacent residential communities or places of daytime employment. Pedestrian connections are all seen as surface crossings of the boulevard.

The concept envisions a regional amenity in the way of a large open space, similar to the Marina Green, along the Mission Bay waterfront. Such a park would be easily accessible from Third and Sixteenth Streets.

Todd Shipyard, Warm Water Cove and Islals Creek are seen as potential future sites for public open space. If unneeded for ship repair in the future, many of the old buildings at Todd Shipyard could be adapted to cultural facilities similar to those at Fort Mason serving the southern neighborhoods of the City.

Beyond these functional considerations, the design team has reflected in its plan the fact that the row of piers along the Embarcadero and especially the Perry Building represent a major

form of civic architecture and an important link with San Francisco's maritime heritage. Accordingly, the team regarded the Bay side of the Embarcadero as "public" domain. In contrast, the inland side of the Embarcadero was treated primarily as "private real estate," to be developed by entrepreneurs according to specific guidelines established for their coordinated design.



The following pages illustrate the team's specific recommendations for addressing these urban design opportunities along the Embarcadero. For a variety of reasons the study area breaks down naturally into the following sub-areas:

1. The Base of Telegraph Hill - Fisherman's Wharf to Broadway - Piers 9-35 maritime reserve.
2. The Financial District Waterfront - Broadway to Howard Street.
3. The Base of Rincon Hill - Howard Street to Third Street Bridge.

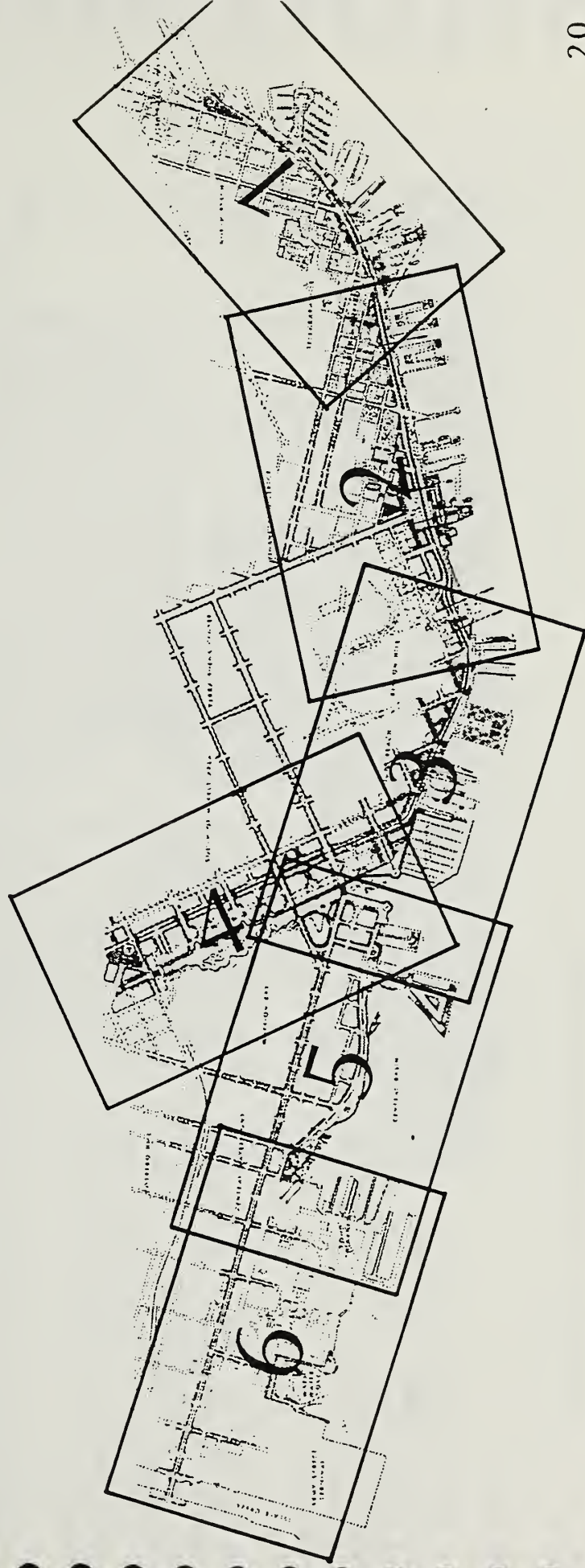
4. China Basin/Mission Creek - Third Street Bridge to Showplace Square.
5. The Central Basin Waterfront - China Basin to Todd Shipyard.
6. Warm Water Cove/Islands Creek.

The first four areas are along the Embarcadero while the last two represent the extension of the movement systems to the southern neighborhoods of San Francisco.

The occupants of each of these communities have specific needs and expectations associated with the Embarcadero and the related water-

front. Specific recommendations for each of these areas must respond to the perceived needs of the associated communities, while also responding to broader, regional requirements. The AIA/SF design team attempted to identify special opportunities in terms of:

- Land Use
- Urban Forms
- Landscape Forms
- View Corridors
- Landmarks



AREA 1 : THE BASE OF TELEGRAPH HILL

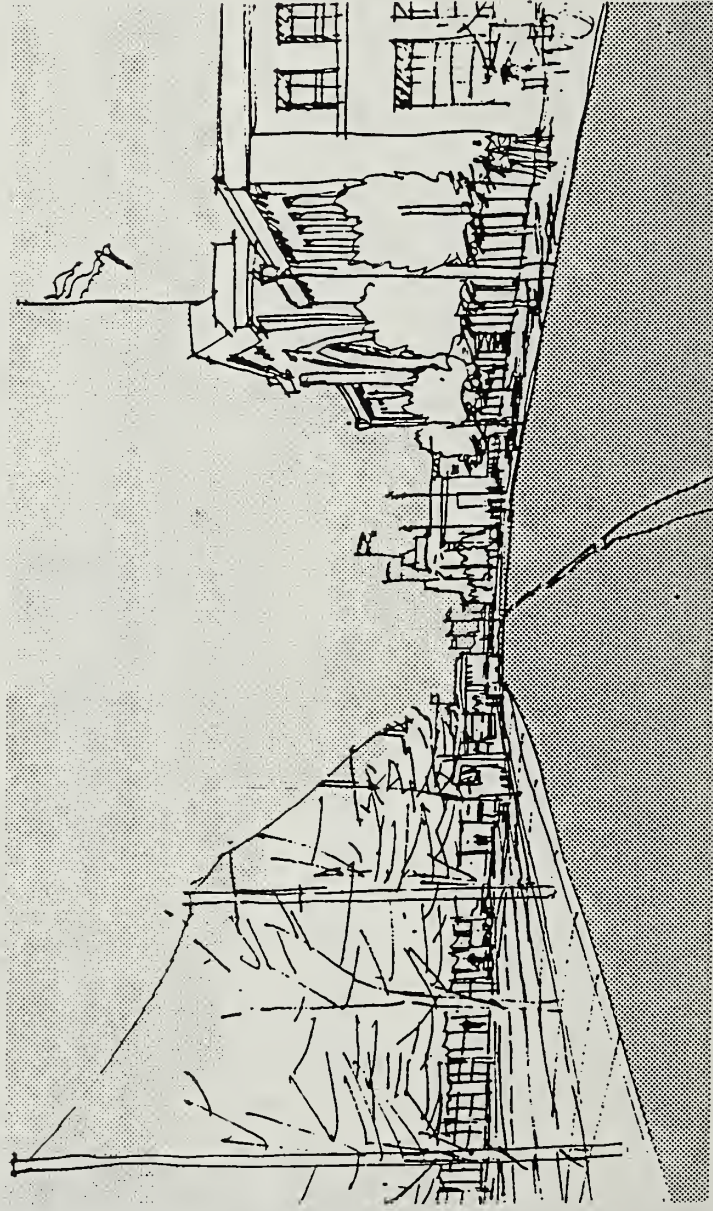
OPPORTUNITIES

The AIA/SF favors saving the bulkhead buildings and saving the structurally sound piers for the foreseeable future. The bulkheads are attractive design features and an important link to the City's past.

Existing maritime uses should be consolidated freeing additional piers for development in non-maritime uses. Eventually it might be possible to relocate all maritime activities, except for the cruise ships, tug boats and other

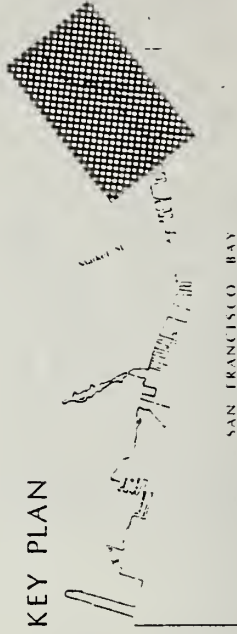
compatible uses such as transient mooring, south of the Ferry Building thus allowing the important civic resource of the existing piers and bulkhead buildings to be developed in non-maritime uses. The City should begin the pier 9-35 total design plan.

As redevelopment and consolidation of maritime uses occur, create a continuous pedestrian path behind the bulkhead buildings by separating the bulkheads from the pier sheds.

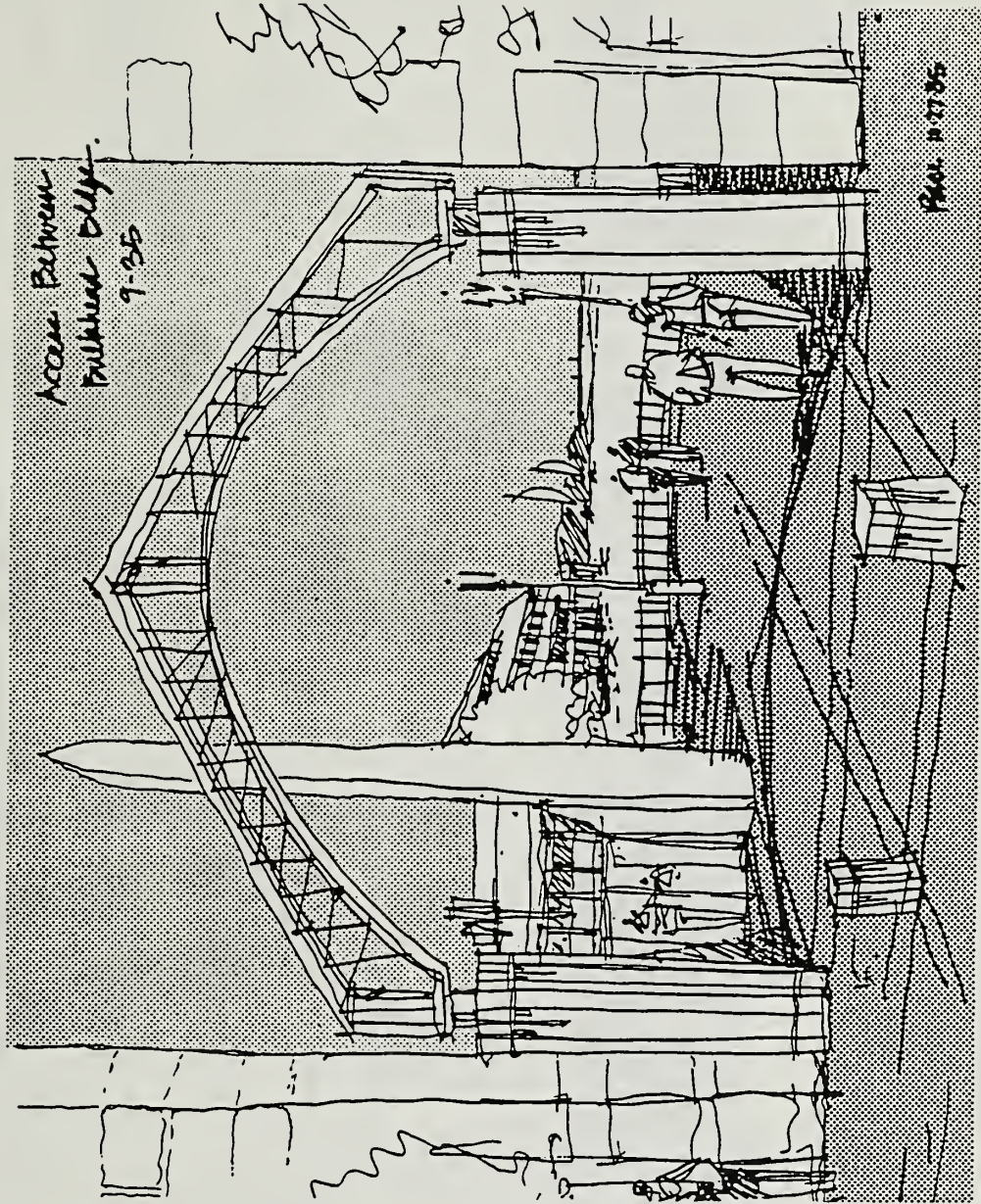


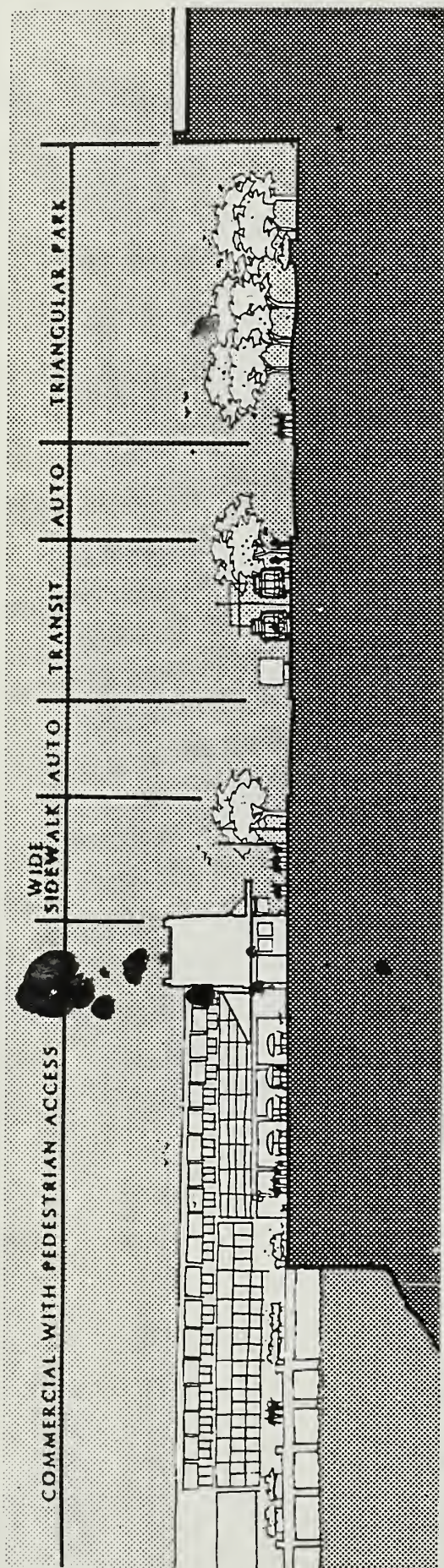
18. New landscaping at transit median and at facades of bulkhead buildings.

KEY PLAN



19. Access between existing bulkhead buildings.





Section A - Between Piers 24 and 31.

RECOMMENDATIONS

LAND USE

- Fisherman's Wharf (existing), commercial fishing, restaurants, retail, and residential.
- Retail and commercial on first floor with office above.

URBAN FORMS

- 40' height limit inland side.
- Buildings oriented to city street grid.

LANDSCAPE FORMS

- Triangular parks along inland side of Embarcadero.
- Continuous trees inland side of Embarcadero.
- Hard landscaping along water edge.
- Trees compatible with overhead MUNI wires along inland side of transit median.
- When the belt line is no longer needed, the right-of-way should be landscaped with low planting.
- Street trees on water's side of Embarcadero in front of bulkhead buildings allowing open views to water.

VIEW CORRIDORS

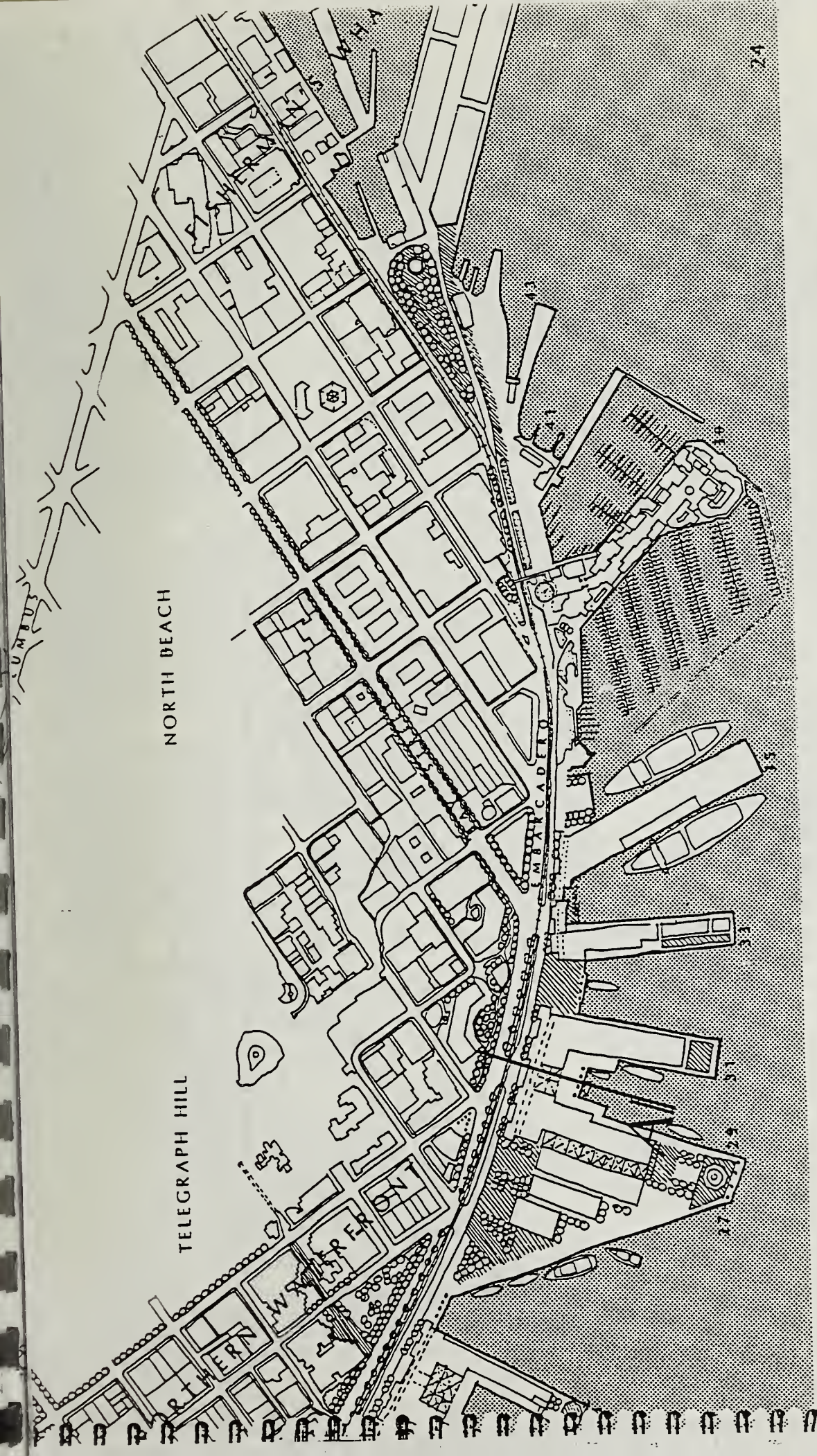
- Open up Taylor Street view corridor as recommended by Fisherman's Wharf Action Plan.
- Consider opening Battery view corridor by removing shed of Pier 27 in any future development on those piers.

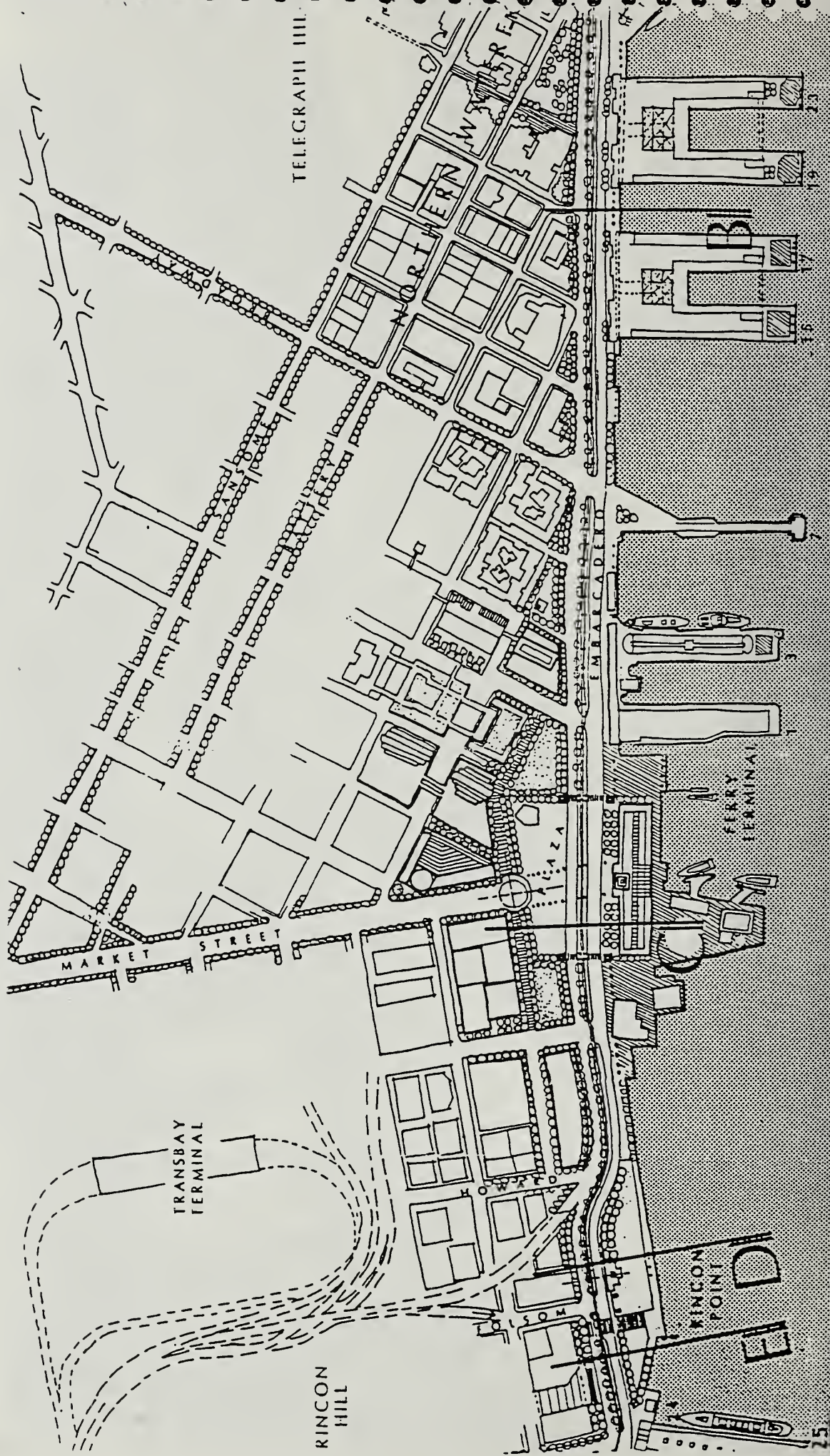
EXISTING LANDMARKS TO ENHANCE

- Bulkheads

POTENTIAL NEW LANDMARKS

- Terminus at Fisherman's Wharf.
- Open space/activity center at Pier 27/29 to create a destination between Fisherman's Wharf and the Ferry Building.





TELEGRAPH IIII

NORTHERN

MARKET STREET

EMBARCADERO

TRANSBAY
TERMINAL

RINCON
HILL

RINCON
POINT

FERRY
TERMINAL

OPPORTUNITIES

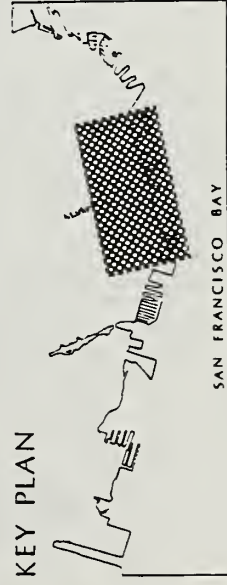
The Embarcadero, from Broadway to Howard Street, represents the Downtown's link to the Embarcadero. This area provides opportunity for a major civic open space, the most significant portion being at the foot of Market in front of the Ferry Building.

Here, a spacious plaza acknowledges all directions and modes of travel. Large gateways placed where the Embarcadero intersects the plaza both enclose space and delineate auto and transit entry/exit points.

Formality in forms, materials and landscaping reinforce the existing context of the Ferry Building, Embarcadero Center and Justin Herman Plaza.

The Market Street view corridor is reinforced by both the removal of the freeway structure and an axial plaza design. Softscape parks flank the enclosed main plaza. These spaces are situated opposite the Embarcadero from smaller open

KEY PLAN

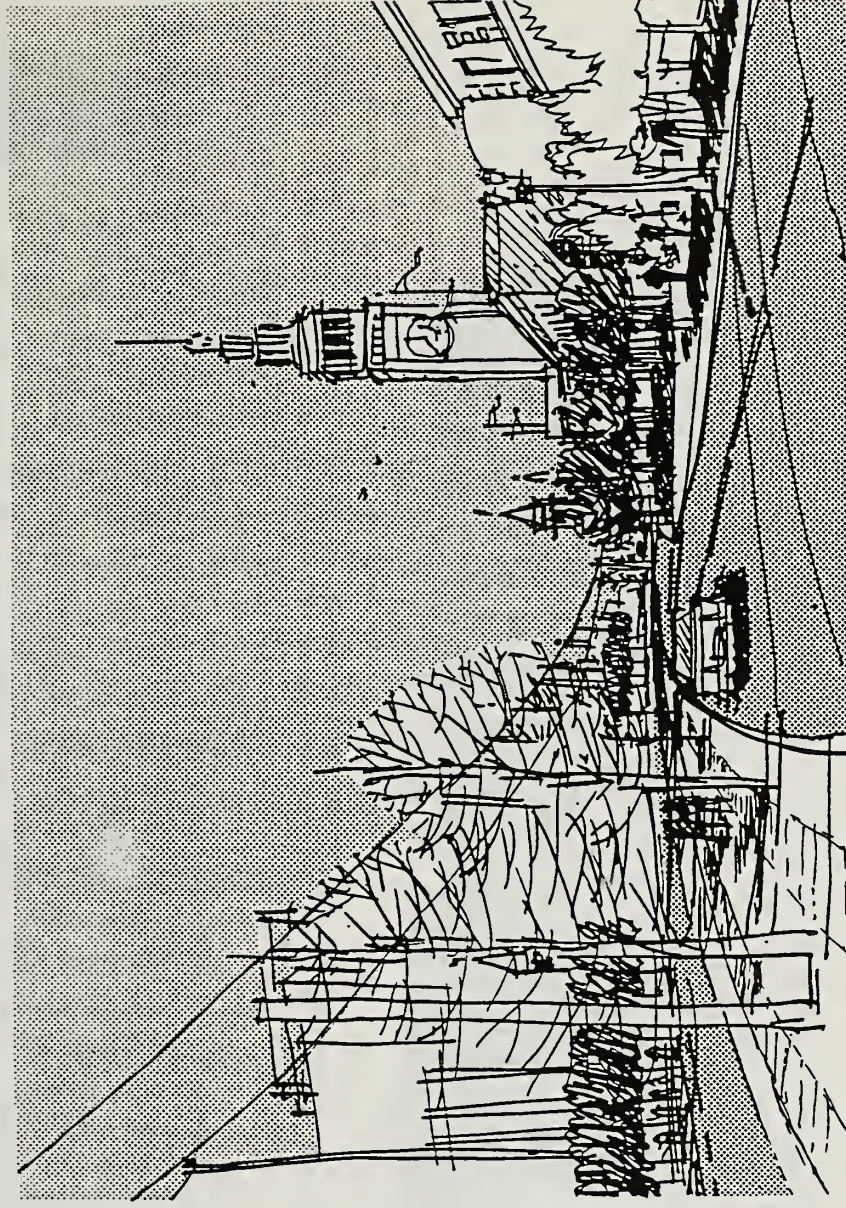


SAN FRANCISCO BAY

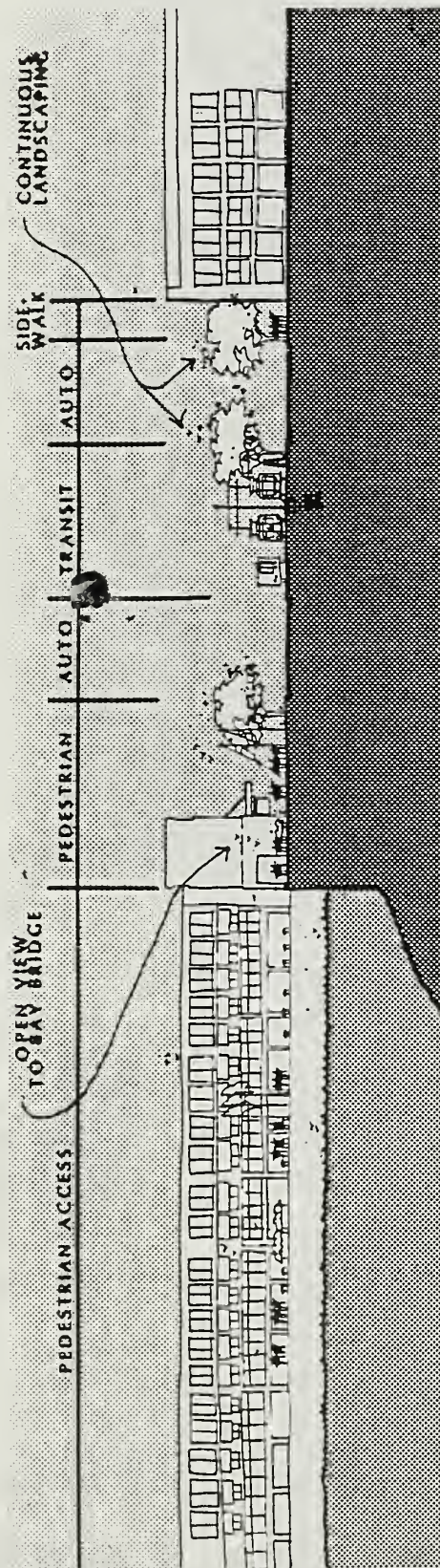
space areas flanking the Ferry Building and allow for views to maritime activities, Treasure Island and the Bay Bridge.

Scheduled ferry and vaporetto service, in addition to new MUNI lines (E and F) and a grand boulevard treatment, allow the plaza to reach its full potential as a major arrival point and activity center for San Francisco.

20. Arriving at the Ferry Building Plaza.

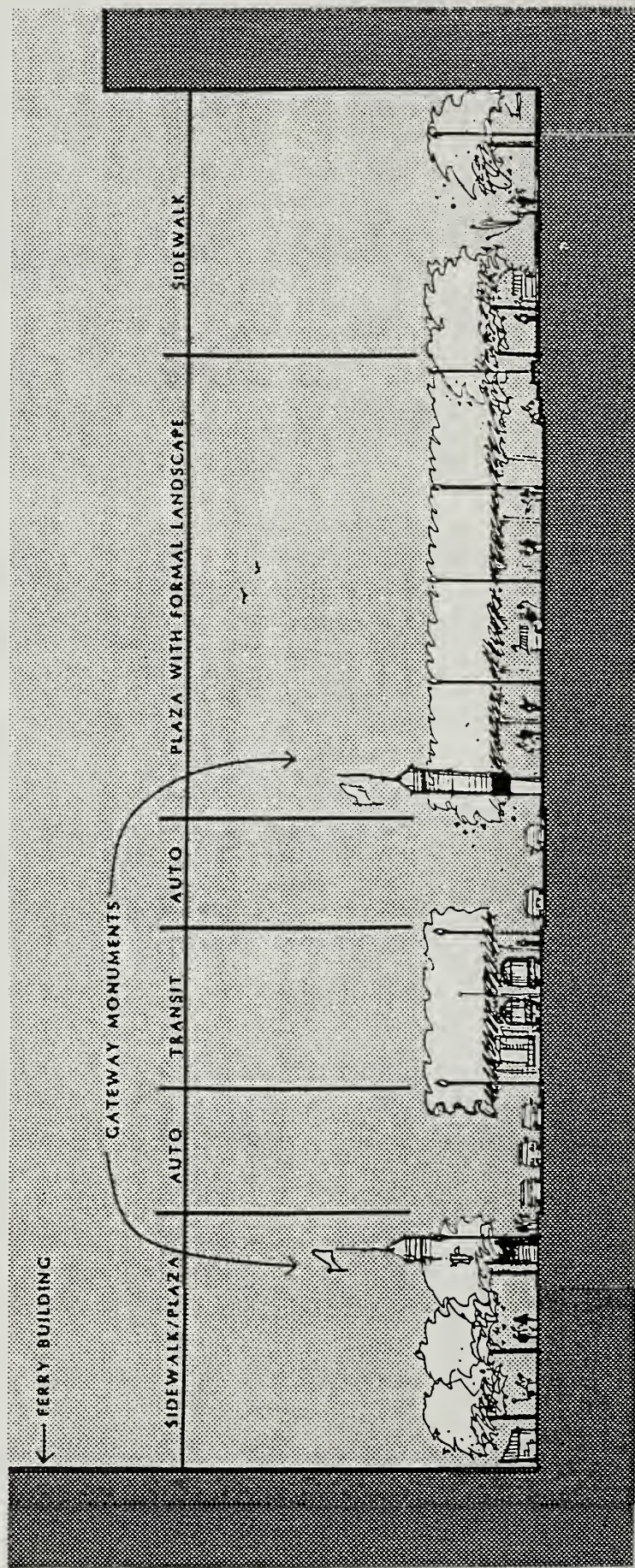


The existing park space located at the Clay and Washington Street off-ramps from the Embarcadero Freeway should be developed into street-level commercial with interior block parking garages and podium above. This parking can be used for the Embarcadero Center, the Ferry Building complex, and Pier 1-1/2 and 3, freeing other sites earmarked as parking for development.



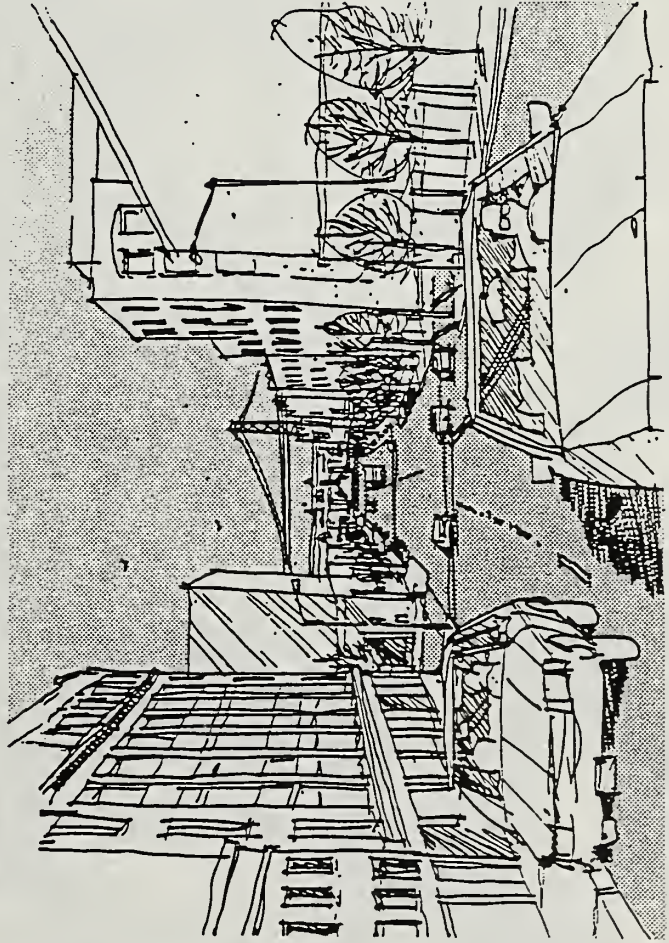
Section B - Between Piers 17 and 19.

Section C - At Ferry Building Plaza.



The bulkhead building at Pier 9 should be relocated to Pier 17 creating a substantial open space between Pier 5 and Pier 15 and thus allowing foreground views of maritime activity and distant views across the Bay. Removing Pier 9 will not only increase open views to the water but will also free up fill credits to enhance and broaden the waterside promenade at this location.

21. Broadway view corridor without elevated freeway.



RECOMMENDATIONS

PROPOSED LAND USE

- Multi-family residential
- Office and retail
- Public facilities and parks

URBAN FORMS

- Consider a 65' height limit at Broadway to accentuate end of Broadway view corridor.
- 84' to 105' height limit from Folsom to Broadway.
- This area can accept buildings taller and more substantial than those allowed elsewhere along the waterfront. 40' to 65' height limit from Broadway to Levi's Plaza.
- Buildings oriented to city street grid.
- Develop architectural enclosure of the main plaza at the foot of Market Street.

LANDSCAPE FORMS

- New parks developed on platforms above garage and retail in areas of removed Washington and Clay Street offramps.

- Develop area in front of Ferry Building into major unified open space predominantly hardscaped flanked by softer parks which provide view opportunities to the bay.

VIEW CORRIDORS

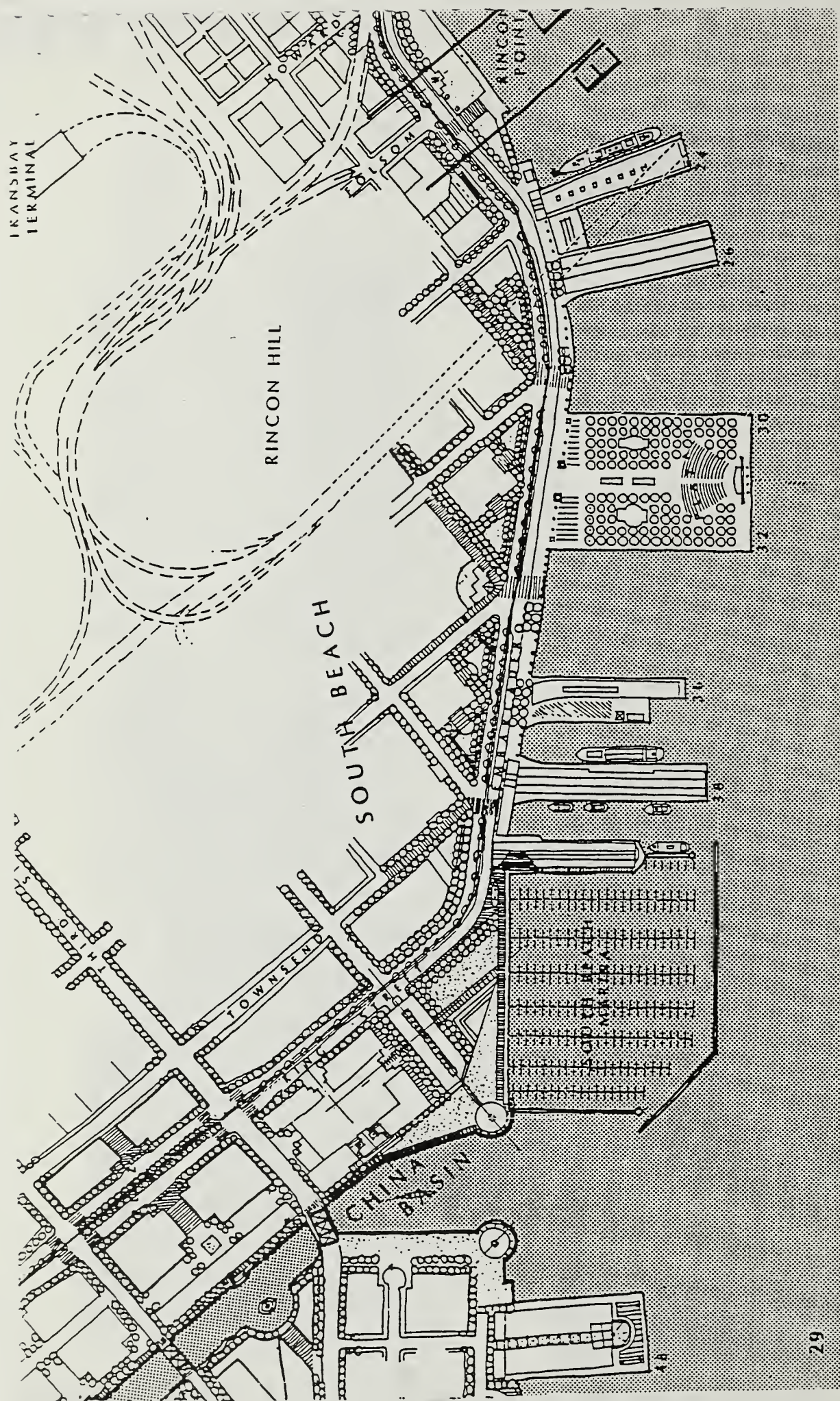
- Strengthen view corridor down Broadway (consider modifying Pier 7 design).
- Keep the view corridor down Washington as open as possible.
- Increase Washington Street view corridor between Ferry Building and Pier 1.
- Reinforce Market Street view corridor terminating at Ferry Building with paving patterns, landscape, and focal points.
- Consider modifying Pier 7 design to enhance Broadway view corridor.

EXISTING LANDMARKS TO ENHANCE

- Ferry Building
- YMCA block

POTENTIAL NEW LANDMARKS

- Civic open space in front of Ferry Building.



AREA 3 : THE BASE OF RINCON HILL

OPPORTUNITIES

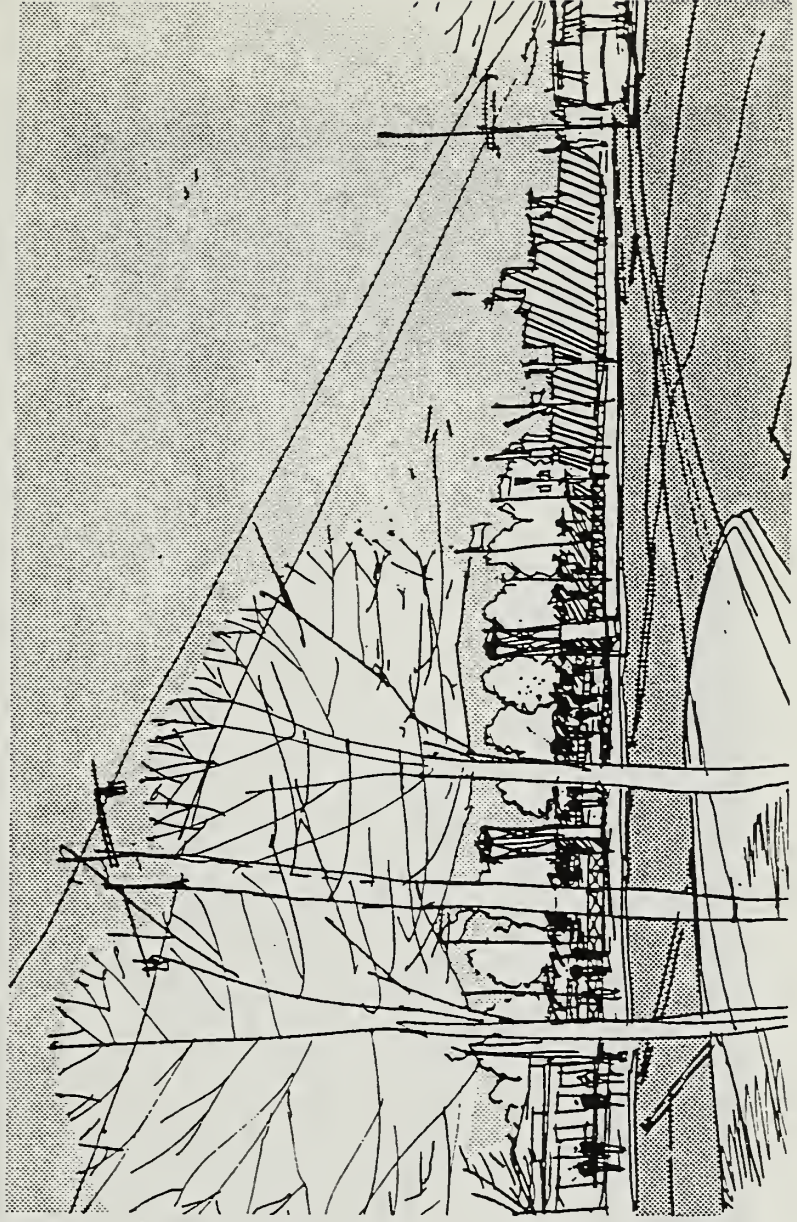
Everything possible should be done to strengthen the emerging South Beach residential community and to create open space along the waterfront area. The existing ship repair activity should remain and be consolidated to allow for new uses supportive of high density residential development.

Triangular parks form a transition from the residential community to

the Embarcadero boulevard and also provide essential open space. Pier 30-32 provides an opportunity for a large cultural/recreational space.

At a point just north of Second Street, the Embarcadero swings inland along a new alignment at King Street. The pedestrian promenade, however, disengages from the boulevard at South Beach Park to follow the water's edge at Mission Creek.

22. Entry to landscaped open space at Pier 30-32.



The entry at China Basin to Mission Creek is reconfigured to provide new recreational open space. A terminus and lookout point here, reinforce the Second Street view corridor.

Removal of part of the shed at Pier 46-1/2 will enhance the park and open up the view corridor into Mission Creek.

RECOMMENDATIONS

PROPOSED LAND USE

- Neighborhood support and commercial at groundfloor with residential above.
- Mixed-use at Hills Brothers complex.
- Recreational open space with performance facilities at Pier 30-32.

URBAN FORMS

- 40' height limit along Embarcadero stepping back to higher housing inland.
- Buildings oriented to city street grid.

LANDSCAPE FORMS

- Parks developed in the resultant triangular areas along the Embarcadero's edge.
- Continuous trees on the inland side of the Embarcadero.
- Combination of green open space and hard landscaping along the Embarcadero water side.

VIEW CORRIDORS

- Strengthen the Second Street and Folsom view corridors.
- Reinforce pedestrian access from South Beach blocks to water.

EXISTING LANDMARKS TO ENHANCE

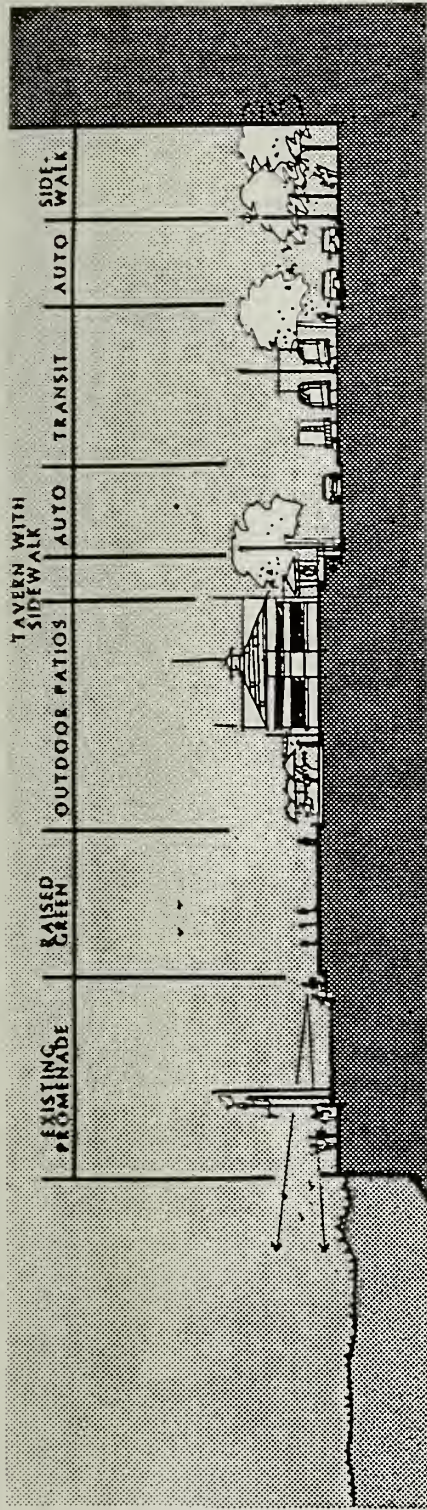
- Hills Brothers Building
- Bay Bridge and abutments
- Third/Fourth Street Bridge

PROPOSED NEW LANDMARKS

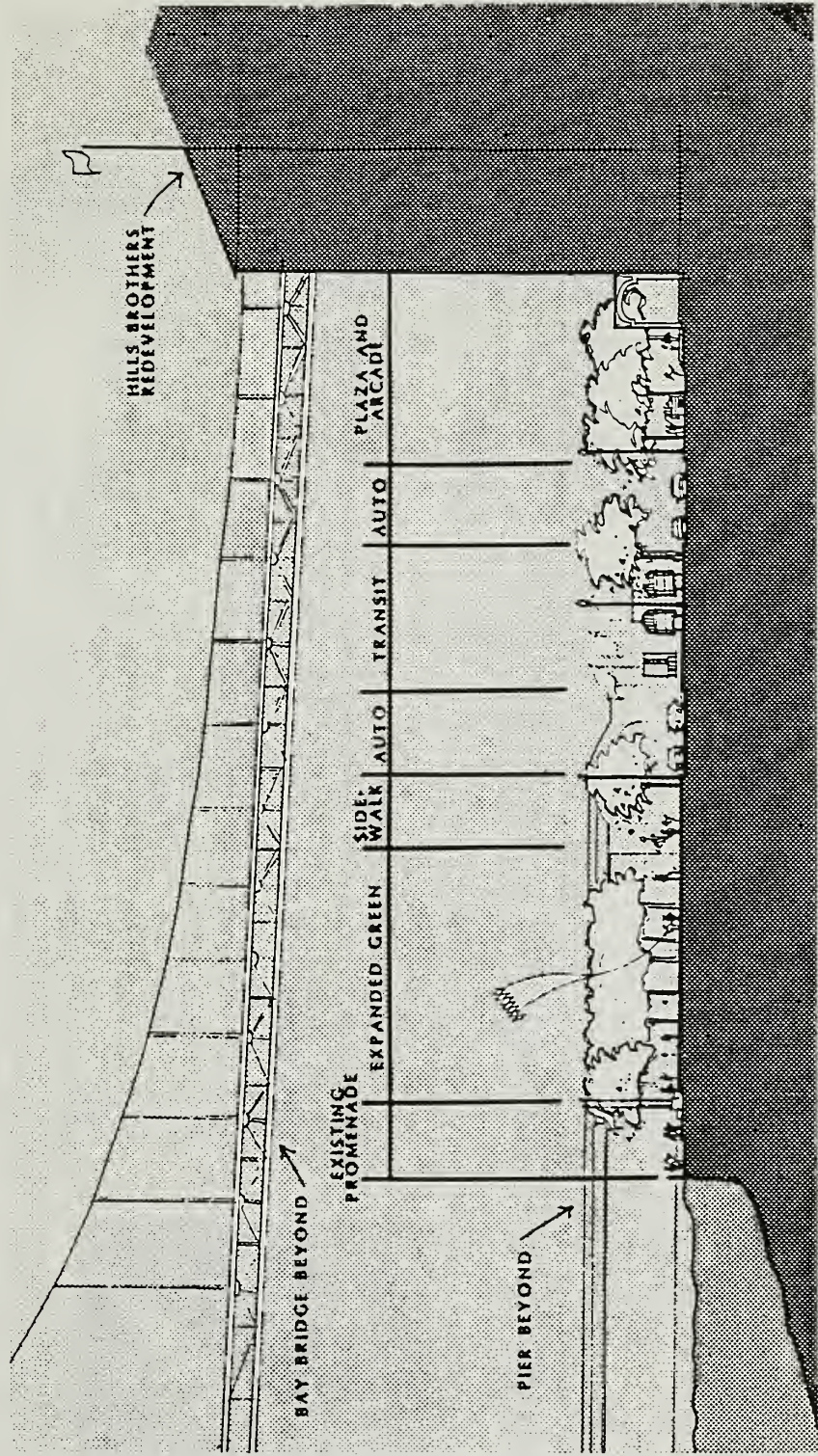
- Create a landmark element at the terminus of Second Street view corridor at South Beach Park.
- Develop Pier 30-32 as a major public open space on the water suitable for ceremonial arrivals, outdoor concerts and a variety of urban recreational uses.

23. Reflecting pool at China Basin.





Section D - At Rincon Point with expanded waterfront green.

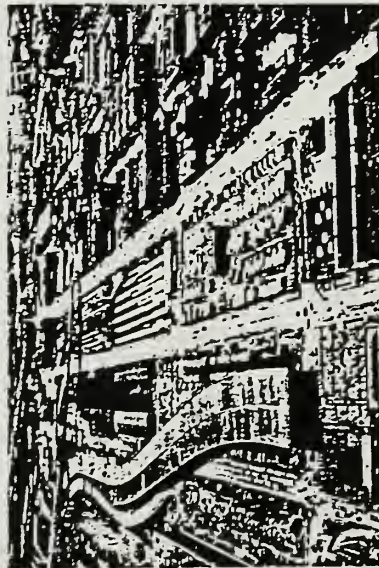


Section E - Between Folsom and Harrison Streets.

AREA 4 : CHINA BASIN / MISSION CREEK

OPPORTUNITIES

After turning eastward along King Street, the Embarcadero retains its formal boulevard character. Major nodes are developed at the Third/Fourth Street block and at Showplace Square, the Embarcadero's new southern terminus. At this point, a major auto connection is made with the I-280 on/off-ramps.



24. Unused section of I-280 at Mission Creek/King Street.

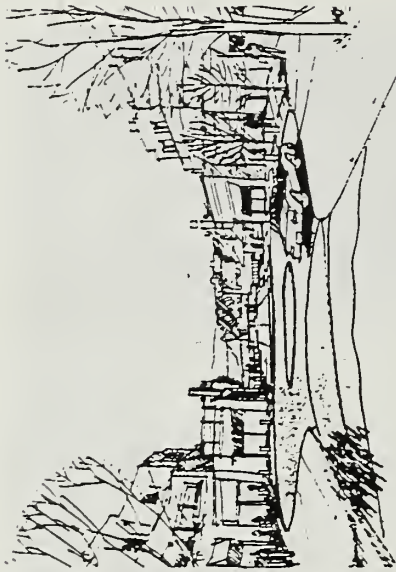
The Embarcadero terminus is achieved by developing a large park/plaza at Showplace Square. A new Southern Pacific commuter terminal, on axis with Mission with Mission Creek, is across Seventh Street from the plaza. The plaza not only provides for a visual, landmark terminus for the Embarcadero, but also affects a visual and transit link to Showplace Square. MUNI transit lines from the Embarcadero use the

plaza for a smooth turnaround. The new plaza also helps to resolve the many street grids at this location.

The Embarcadero, moved inland from Mission Creek, provides development opportunities on both sides of a grand urban boulevard. (An alternate alignment south of Berry Street along a new Mission Bay Park that would give the motorist visual access to Mission Creek was also considered by the AIA/SF team and is worthy of future study.)

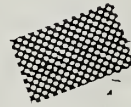
The pedestrian promenade becomes a major public park along Mission Creek (China Basin). The north side of Mission Creek is developed as a hard-edged landscaped promenade with outdoor eating areas, limited additional commercial, and some public activity areas appropriate to higher density mixed-use residential development.

The southside of Mission Creek can be a more informal landscape, perhaps a softer-edged park area fronting on low rise residential housing in Mission Bay. Auto access is limited to cul-de-sac turnarounds.

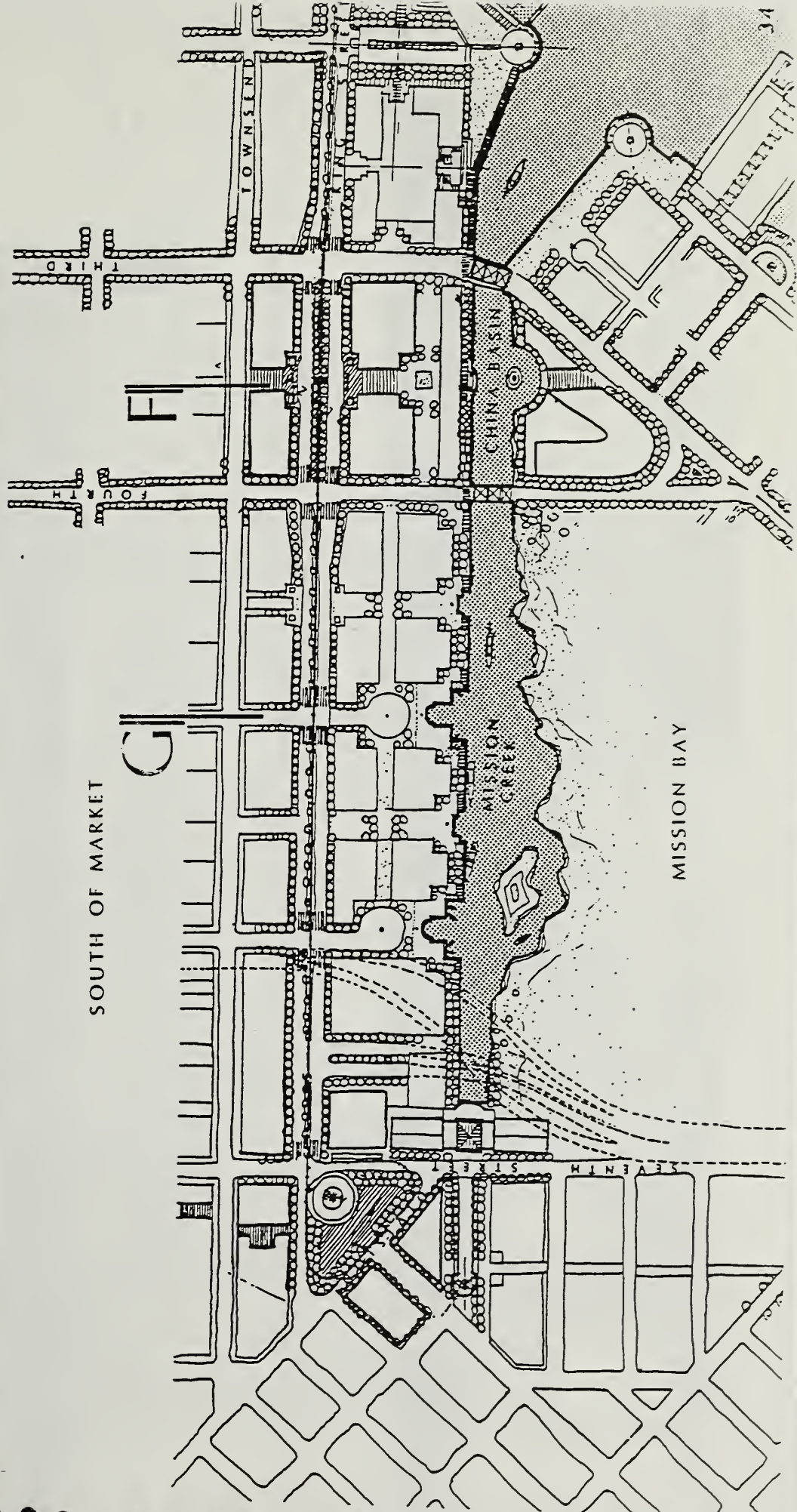


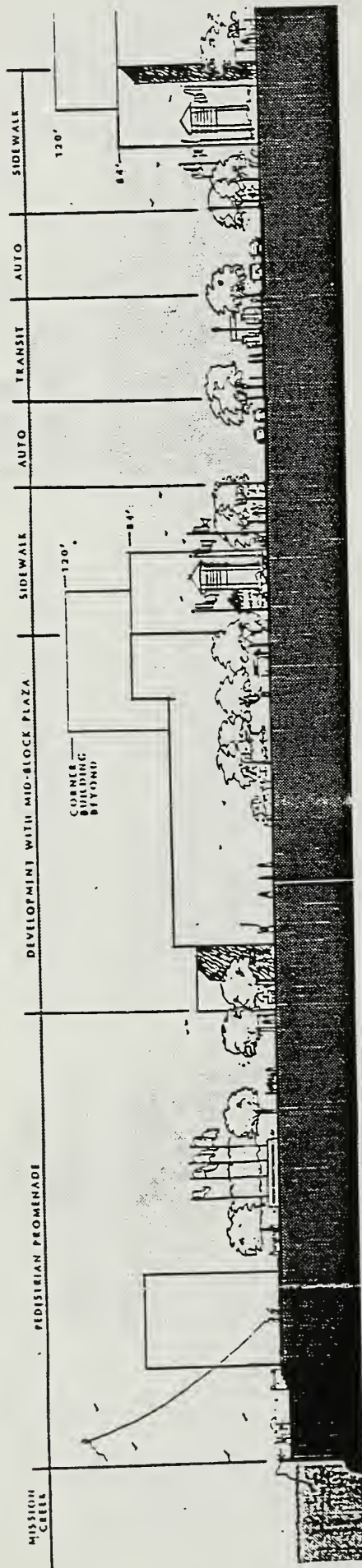
25. Looking through auto court with limited vehicle access, off King Street.

KLY PLAN

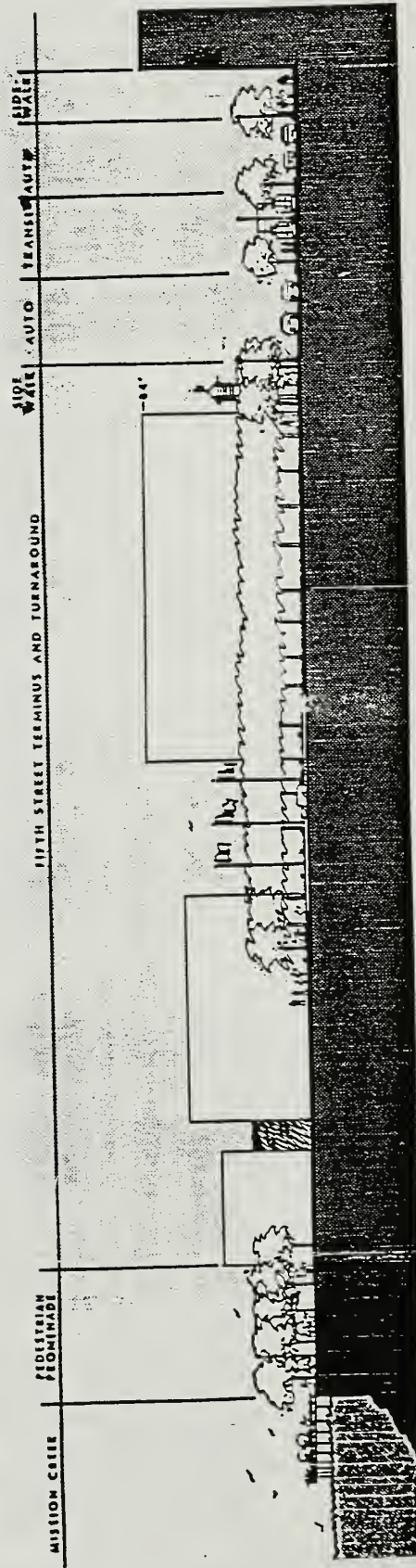


SAN FRANCISCO BAY





Section F - Between Third and Fourth Streets.



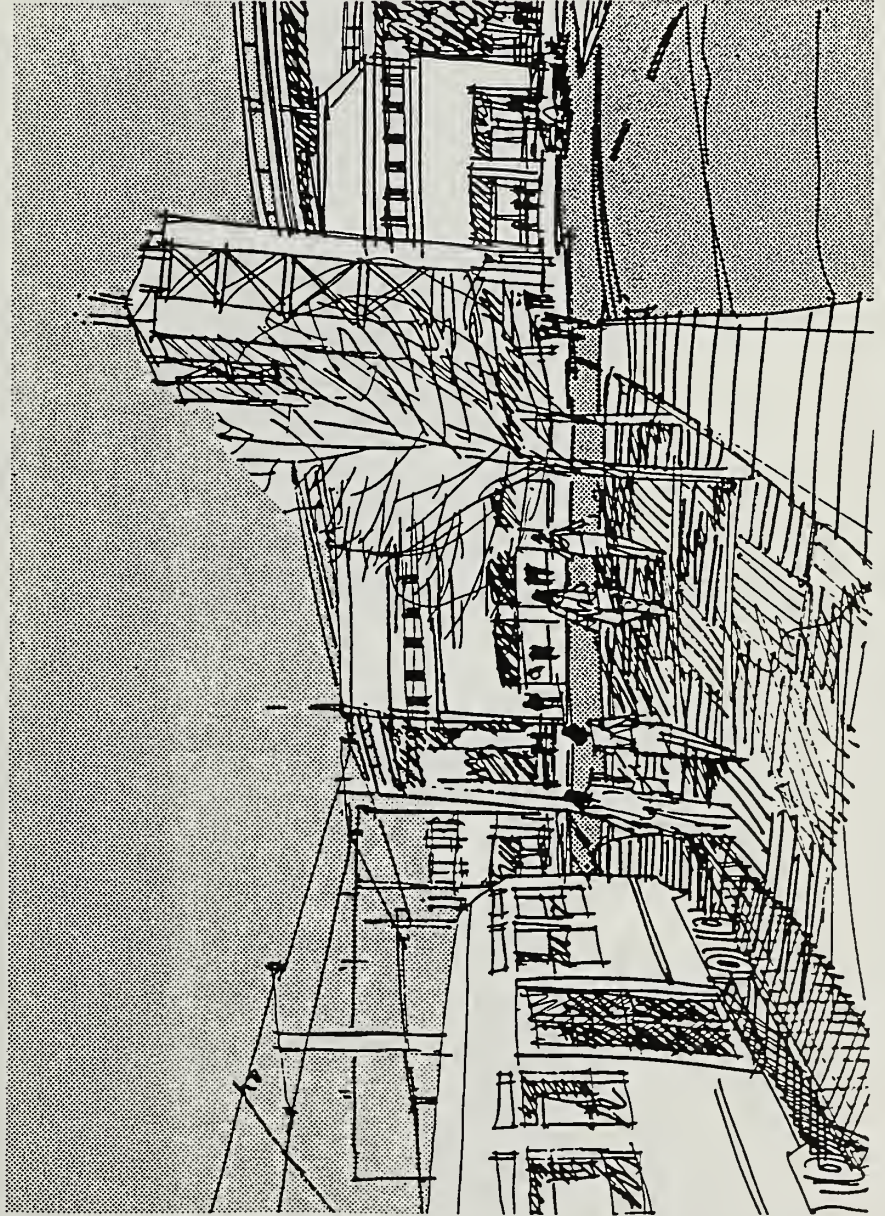
Section G - At auto court.

RECOMMENDATIONS

PROPOSED LAND USE

- Retail, support commercial at grade, office and perhaps housing above at the boulevard.
- Mid-rise residential with service oriented commercial at the street access points north of Mission Creek.
- Lowrise residential south of Mission Creek.

26. View towards relocated Southern Pacific commuter station from transit plaza.



URBAN FORMS

- 40' height limit south of Mission Creek.
- 40' at water's edge stepping up to 84' at King Street.
- 120' height limit at key corners such as at Third and Fourth Streets.

LANDSCAPE FORMS

- Boulevard planting and special paving consistent with the rest of the Embarcadero Corridor.
- Pedestrian promenade north of Mission Creek, oriented to water.
- Soft-edged park south of Mission Creek.

VIEW CORRIDORS

- Keep Fifth and Sixth Street access/view corridors open to Mission Bay Park.

POTENTIAL NEW LANDMARKS

- Open space between 3rd and 4th Street, focused on the China Basin complex.
- A plaza park at the termination of Embarcadero (formerly King Street) and the site of the proposed relocated Southern Pacific commuter train station.

AREA 5 : THE CENTRAL BASIN WATERFRONT

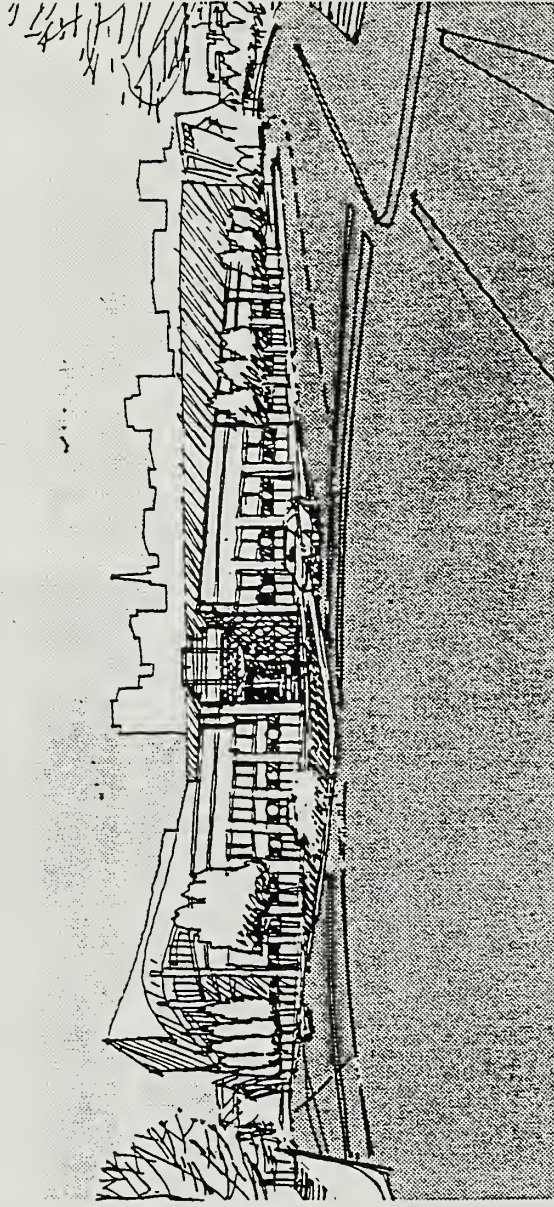
OPPORTUNITIES

Third Street should remain the major north/south link for the southern waterfront neighborhoods to Downtown. As such, third Street should be developed as a grand boulevard similar in character to the Embarcadero at Mission Creek.

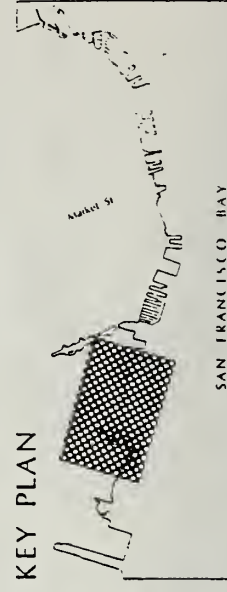
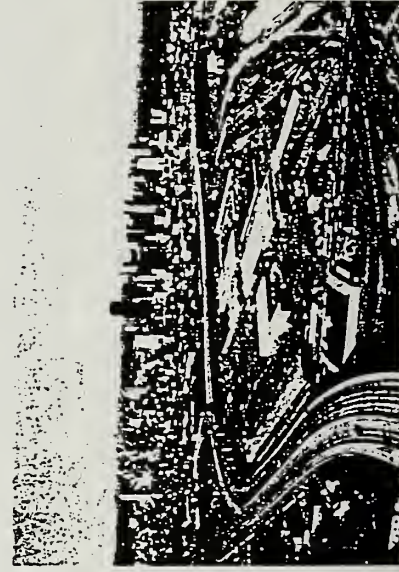
Areas along the waterfront from Mission Creek to Todd Shipyard should remain active maritime as long as the uses are viable. With the exception that the central part of this area should be developed as a new Marina Green-style park that can serve the developing Mission Bay community. An urban green so located at the water's edge will provide a regional resource for the southern part of the City. The park should be served by a waterfront parkway with limited vehicular access from the adjacent Mission Bay neighborhood. In the distant future, when no longer required for maritime use, Pier 50 should be redeveloped as a major hotel/conference center, or other public use. Todd Shipyard can be developed as either housing or a community cultural center similar to Fort Mason.

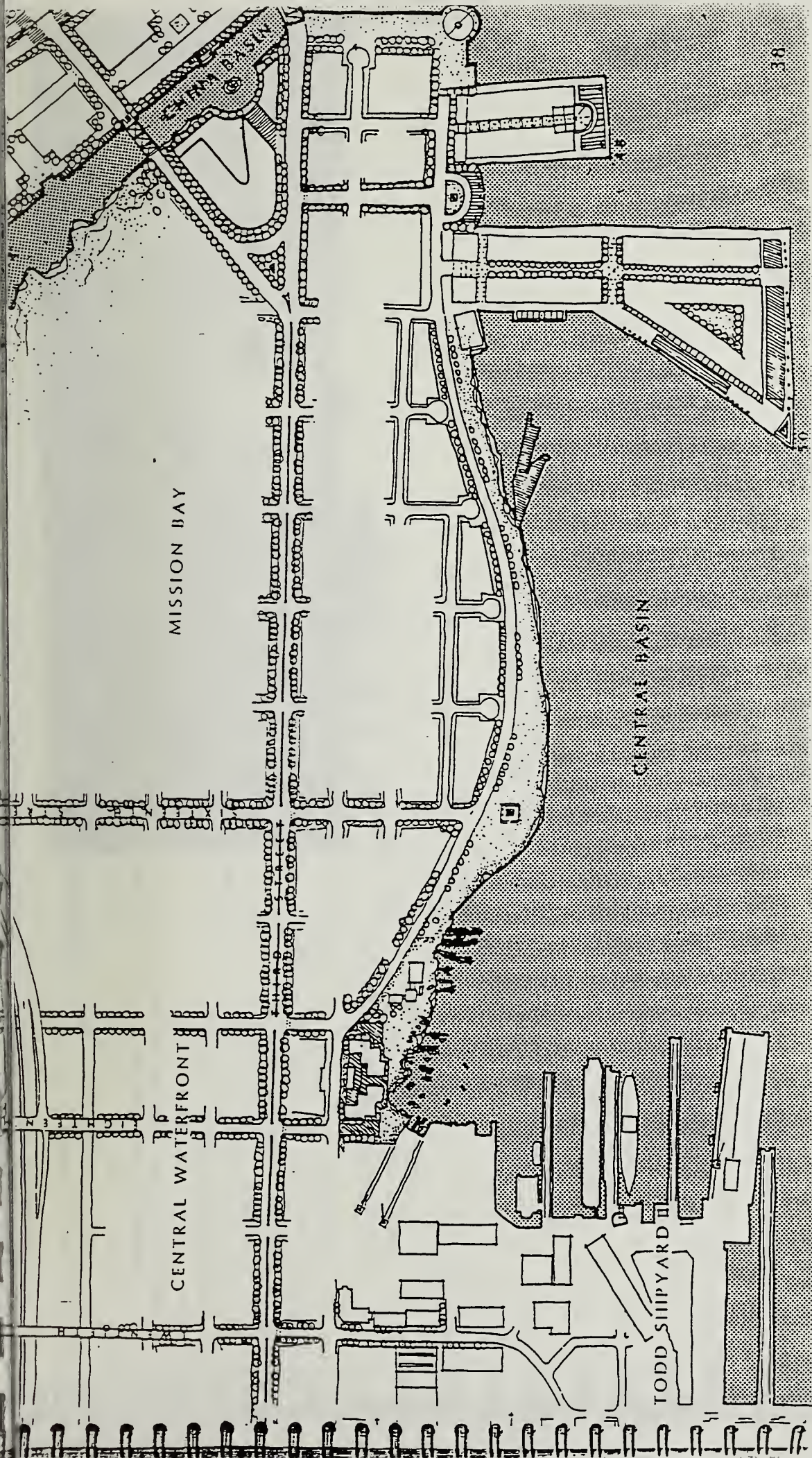
These two areas extending away from the urban green will provide a waterfront theatre with foreground interest by way of views and water-related activities.

The Third/Fourth Street intersection is conceived of as a major



27. Third/Fourth Street intersection. Landmark element seen through corridor.
28. Aerial view of Mission Bay, Downtown beyond.





gateway into Downtown. The Embarcadero and related development north of Mission Creek reinforce the gateway notion by providing a strongly articulated edge of stepping urban forms and a formally landscaped transit/boulevard setting.

RECOMMENDATIONS

PROPOSED LAND USE

- Maritime
- Industrial
- Mixed-use at Third Street
- Residential at the waterfront green, north of Mariposa, east of Third Street.

URBAN FORMS

- 80' height limit along Third Street stepping down to 40' in adjacent residential areas.
- Buildings oriented to Third Street to form and to reinforce street wall.

LANDSCAPE FORMS

- Formal landscaping at the Third/Fourth Street intersection.
- Marina Green-style park along Central Basin.

- Provide plaza and formal water feature opposite China Basin Building complex.

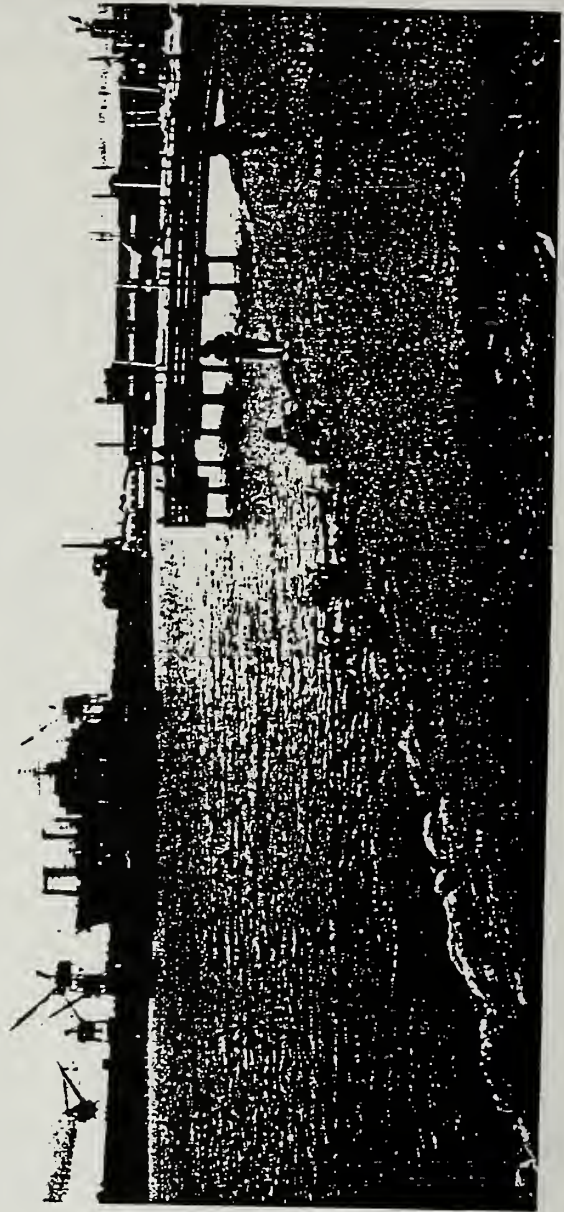
VIEW CORRIDORS

- Strengthen the Sixteenth Street and Mariposa, view/access corridors to the water with landscaping and street improvements.

30. Todd Shipyard.

POTENTIAL NEW LANDMARKS

- The intersection of Third and Fourth Streets.
- Piers 48 and 50 redevelopment.



OPPORTUNITIES

As Third Street continues south, the Plan recognizes the need to link neighborhoods to water-related recreation. Since PG&E and the Army Street terminal will remain for the foreseeable future, Warm Water Cove and the Islais Creek crossing present two significant opportunities.

VIEW CORRIDORS

- Strengthen the Army Street view/access corridor towards Army Street terminal.
- Reinforce 24th Street view/access corridor to Warm Water Cove.

POTENTIAL NEW LANDMARKS

- Terminus of 24th Street at Warm Water Cove.
- Third Street Bridge at Islais Creek.
- Gateway elements at Third Street intersections indicating type of waterfront access.

PROPOSED LAND USE

- Industrial
- Maritime
- Mixed-use at Third Street

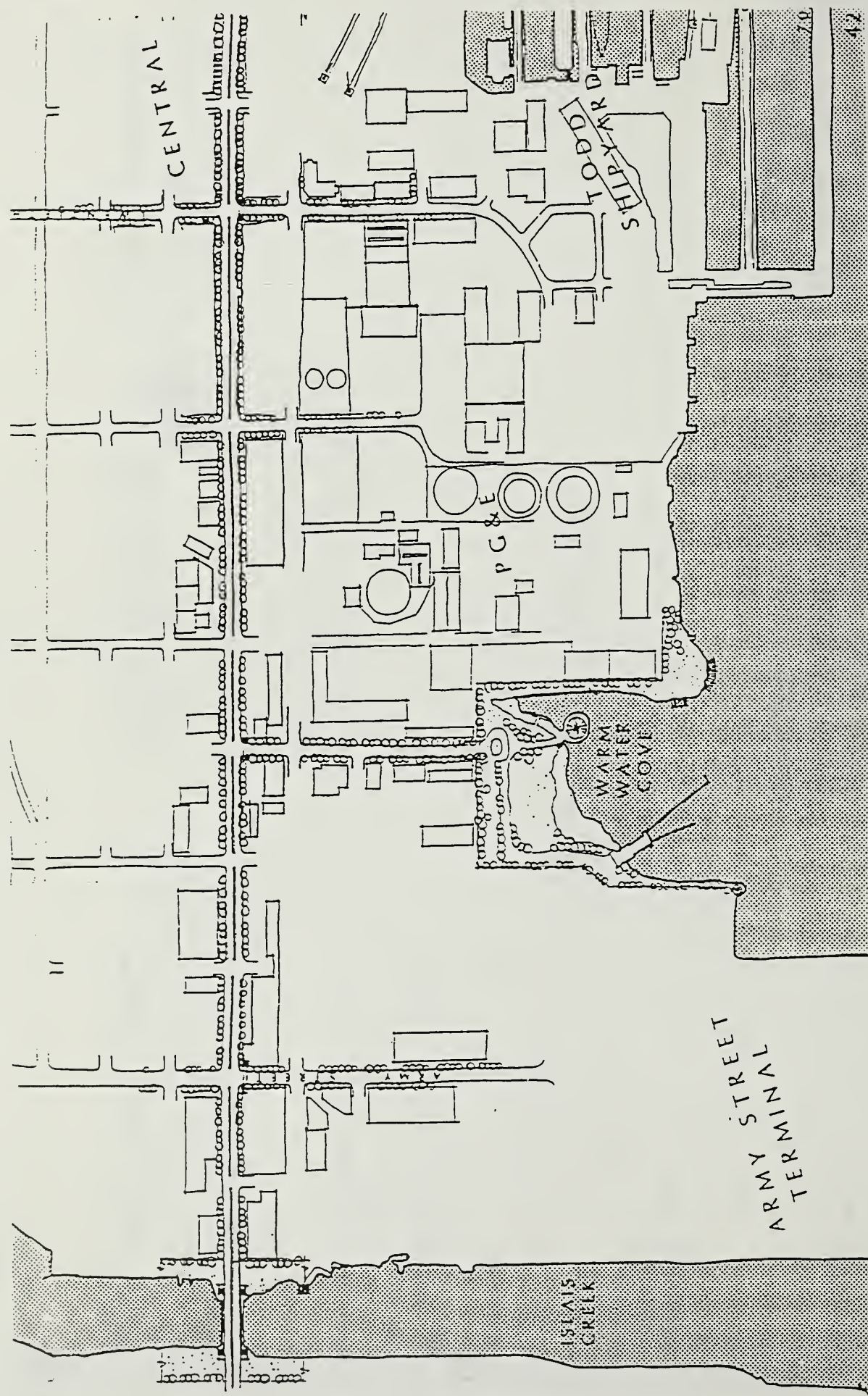
URBAN FORMS

- 80' height limit along Third Street stepping down to 40' in adjacent areas.
- Reinforce street wall of Third Street.

LANDSCAPE FORMS

- Consistent boulevard street trees and landscaping along Third Street.
- Street trees at Army and 24th Streets.





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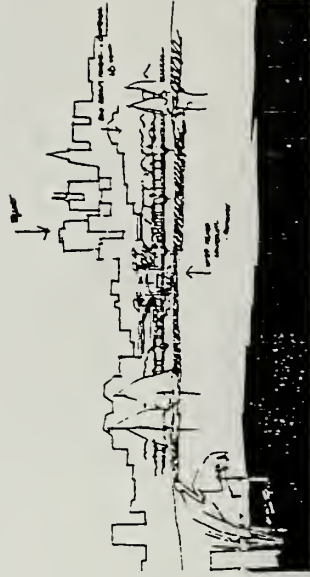
BIBLIOGRAPHY

Source material reviewed by participants prior to Charrette:

- Summary of I-280 Recommendations (Alternate 4A)
- Northeast Waterfront Study (Excerpts)
- Central Waterfront Study (Excerpts)
- South of Market Zoning Study (Summary)
- Redevelopment Agency 1985 Report (Summary)
- Port of San Francisco material
- National AIA South of Market R/UDAT (Excerpts)
- San Francisco Bay: Special Area Plan (Summary)

Partial list of resource material available at the Charrette:

- SPUR Waterfront Study
- ASLA South of Market Open Space Study
- BAR Waterfront Issue
- Plans of Presently Proposed Projects along the Embarcadero



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**G. Public Access Design Guidelines,
San Francisco Bay Conservation and
Development Commission**

Public Access Design Guidelines

September 1985

*San Francisco Bay Conservation and Development Commission
Thirty Van Ness Avenue, Suite 2011
San Francisco, California 94102*

Public Access Design Guidelines

Introduction

San Francisco Bay is the dominant feature of the nine-county San Francisco Bay Area. It provides a setting for numerous forms of public enjoyment including viewing, photography, nature study, fishing, wading, walking, bicycling, and jogging, or just sitting beside the water on a sunny afternoon.

The Guidelines provide suggestions to assist permit applicants, developers, and design professionals to design and develop attractive and usable public access as part of their projects. While the Guidelines are necessarily general due to the varied topography and existing conditions of the shoreline and because of the large number of uses that occur along the Bay, they are applicable to all projects within the Commission's jurisdiction.

Public access required by the Commission usually consists of pedestrian access to and along the San Francisco Bay shoreline. The Commission generally requires improvements, such as landscaping, paved walkways, lighting, trash containers, and seating in access areas. Access areas are utilized most if they provide direct connections to public rights-of-way, such as streets and sidewalks; are connected to adjacent public access or recreation areas; and are designed, constructed, signed, and maintained to indicate their public use nature.

Visual access to the Bay is also an important public access ingredient and the Commission has required that the siting and height of structures and the placement of landscaping maintain and, where possible, improve public views and vistas of the Bay.

Public access pathways, amenities, and similar improvements should not only be well designed, but should reflect public safety and future maintenance needs. In addition, the project developer must have adequate ownership interest in the property to be used for public access. It is also important to determine the location of the line of highest tidal action, the line 100-feet inland from the line of highest tidal action (the inland extent of the Commission's upland jurisdiction), and all property lines. This information should be carefully researched and accurately depicted on all drawings and plans for public access areas.

The Guidelines do not restate the public access jurisdiction and policies of the Commission. Under its law, the McAteer-Petris Act, the San Francisco Bay Conservation and Development Commission must assure that maximum feasible public access consistent with a proposed project is provided by all projects requiring Commission approval. This standard is more fully described in the San Francisco Bay Plan and has been applied specifically in past Commission permit decisions. Therefore, the Bay Plan, the McAteer-Petris Act, issued permits, and the Commission's regulations should be consulted if there are questions about the Commission's jurisdiction, authority to require public access, policies concerning fill for public access, or policies concerning in-lieu public access when access cannot be provided feasibly at a project site.

Although the Guidelines are advisory, they have been adopted by the Commission and are based on the San Francisco Bay Plan policies, particularly the sections on Public Access and Appearance and Design. The Guidelines also reflect past permit decisions of the Commission and recommendations of the Commission's advisory Design Review Board on individual project designs. Therefore, applicants who incorporate the Guidelines recommendations into the design of public access areas and include the recommended amenities in their projects will likely meet the Commission's public access policies.

PROVIDING PUBLIC ACCESS IN SHORELINE PROJECTS

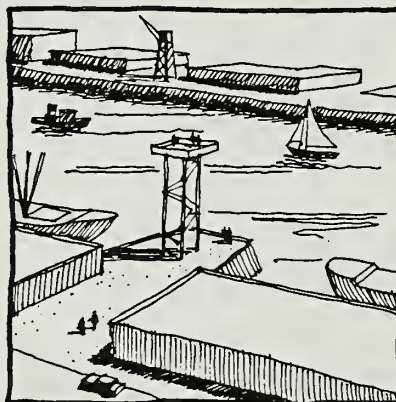
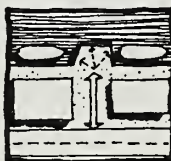


The type of access and level of improvements and maintenance should relate not only to the particular locale but also to the nature and extent of the project requiring a BCDC permit. In general, because of population demand for waterfront access, projects within urban areas should provide more improvements than those in isolated and less frequently used rural areas.

Public access and project improvements should generally conform to land uses and locations. Generally the project designer should:

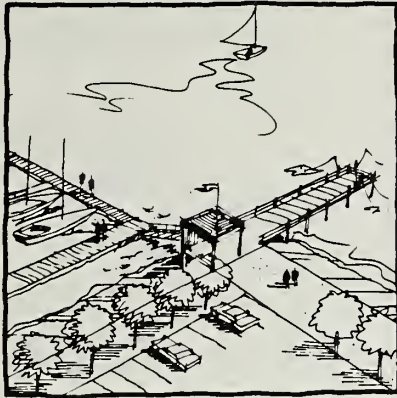
1. Water-Related Industry/Port Uses

- Provide point access or view area(s) with piers, towers, or other structures which offer safe views of both the Bay and the particular activity where potential safety hazards or use conflicts may occur.
- Provide other improvements, such as parking, benches, paved walkways, signs, landscaping, etc., that are appropriate for the project size, location, and the amount of shoreline affected.

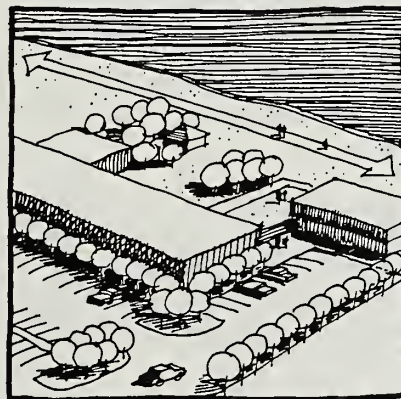
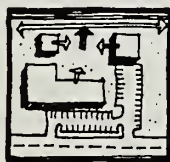


2. Water-Related Recreational and Marina Uses

- Provide the greatest amount of improved or natural public access to and along the Bay shoreline.
- Create some variety in the public access experience by providing pedestrian spaces or nodes, especially in marina projects which are often linear in nature.

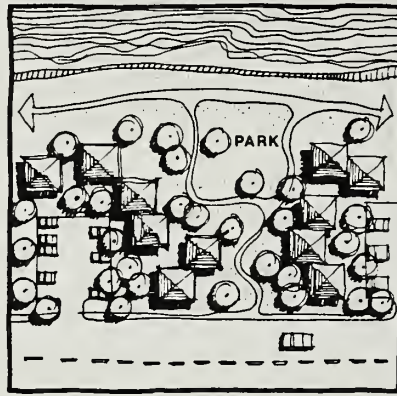


- Provide public access for fishing wherever possible on piers and breakwaters.
- Provide public boat launching ramps wherever possible, in conformance with Bay Plan policies.



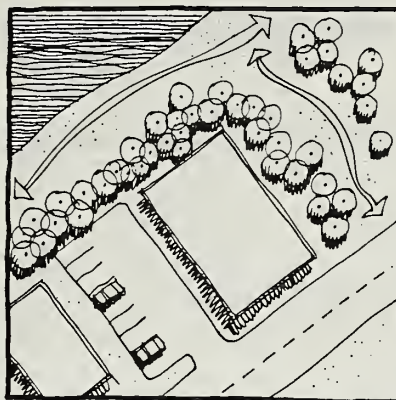
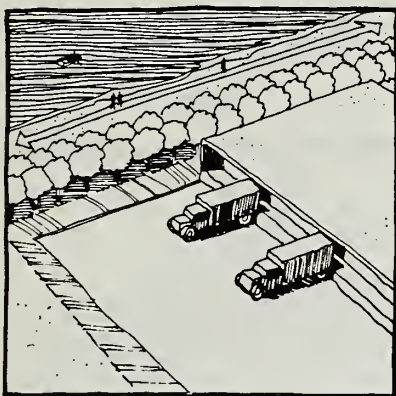
3. Commercial Uses

- Provide the maximum amount of highly improved public access because these types of projects are capable of exposing large numbers of people to the Bay and benefit the most from well designed and improved public shoreline areas.
- Provide the maximum amount of shoreline access, unless the overall project design would be improved by occasional detours inland. Provide for continuous access through the site and provide public areas that are large enough so as not to interfere with commercial operations.
- Take advantage of the shoreline setting by relating the development to the Bay. Locate uses that do not relate to the Bay well back from the shoreline to minimize adverse impacts.
- Provide public access improvements, such as parking, paved walkways, benches, signs, trash containers, landscaping, lighting, restrooms, and drinking fountains, where the costs of the improvements are reasonably related to the private benefits of the shoreline use.



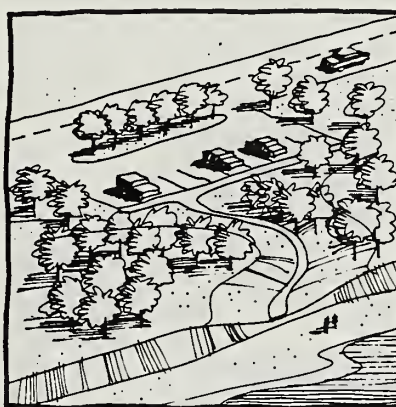
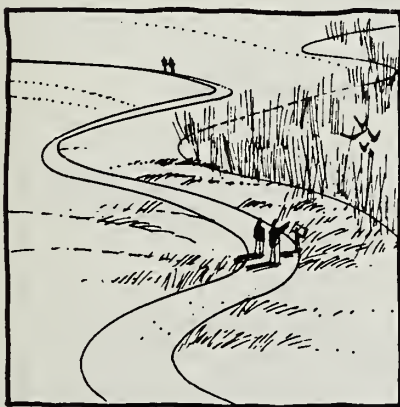
4. Residential Uses

- Provide substantial improved shoreline access or park facilities adjacent to the Bay to serve the general public and project residents.
- Take advantage of the setting, to the maximum extent feasible, by orienting the project to Bay views and otherwise providing the residents and public with reminders of the proximity of the Bay.
- Provide unobtrusive paths, that respect the residents' privacy, to or along the shoreline to encourage passive public use where appropriate as part of individual residences.
- Develop multi-family and multiple unit projects with all-weather paths, landscaping, and other improvements that are appropriate for the anticipated demand, and size and location of the project. The public access system should generally provide continuous access along the shoreline with connection to other public areas or streets. Provide public parking if none exists in the area.
- Use elevational changes, planting, fences, and signs to clearly differentiate the public access areas from the private residential areas.



5. Other Urban Uses

- Set uses that do not relate to the Bay, for example light industrial uses, offices, and parking, well back from the shoreline.
- Provide maximum access along the shoreline and screen the shoreline from incompatible uses.
- Place improvements, such as landscaping, benches, paving, etc., that are appropriate for the anticipated demand, and size and location of the project.



6. Uses in or Adjacent to Marshes, Mudflats, Salt Ponds, Agricultural Areas, Wildlife Areas, or Wetlands in Typically Non-Urban Areas

- Develop or provide public access in these areas, if appropriate, only in a way that respects the natural values.
- Provide point access (for example spur trails) or view areas in places where wildlife is sensitive to human intrusion rather than continuous shoreline paths. Provide controls to protect wildlife resources or other features from any access into these areas.
- Provide minimal improvements such as signs which identify the area and interpret the resources.
- Encourage supervised interpretive use of sensitive resource areas.

THE DESIGN OF PUBLIC ACCESS



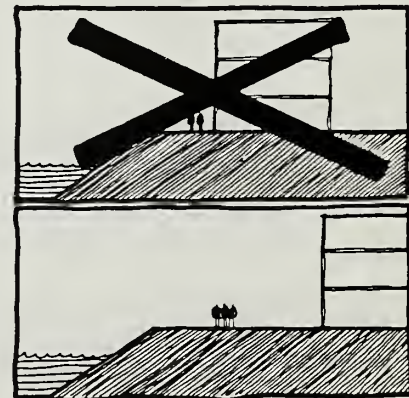
All public access provided through the Commission's permit process should be planned, designed, executed, and maintained on the basis of the following basic principles of public access.

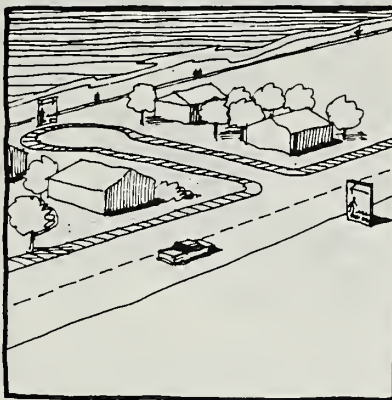
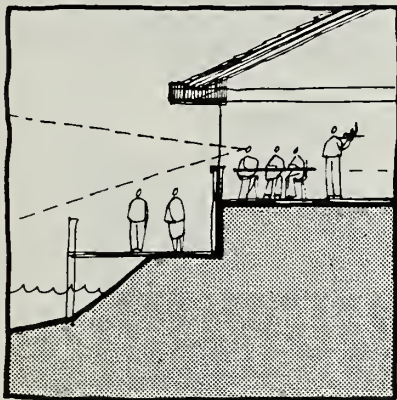
Public access should:

- *Feel PUBLIC.*
- *Be USABLE by the greatest number and diversity of people, including the physically handicapped.*
- *Provide, maintain, and enhance VISUAL ACCESS.*
- *Enhance and maintain the VISUAL QUALITY of the shoreline.*
- *CONNECT to public areas or thoroughfares, or to other public access areas.*
- *Take advantage of the BAY SETTING.*
- *Be COMPATIBLE with the natural features of the shoreline, the project, and adjacent development.*

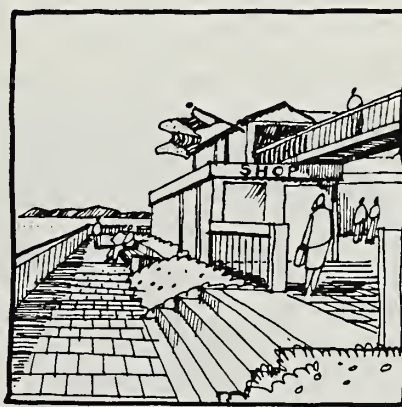
1. Making Public Access PUBLIC

- *Design public access so that the user is not intimidated nor is the user's appreciation restricted by large building masses, structures, or incompatible uses.*



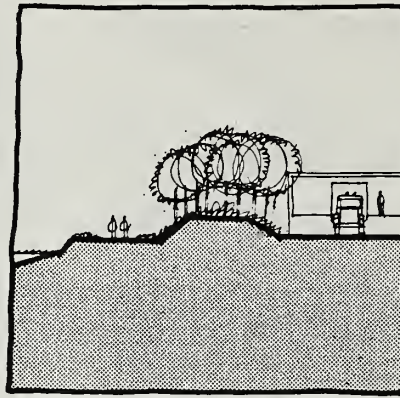
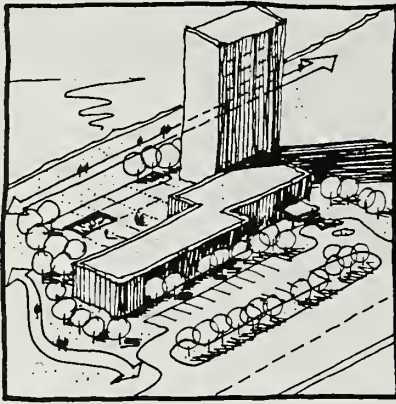


- Clearly delineate the public use areas by the use of signs, planting, fences, or elevational changes where private or conflicting uses may exist as part of the project.
- Identify public access sites with a standard "Public Shore" sign both on site and at nearest public thoroughfare.

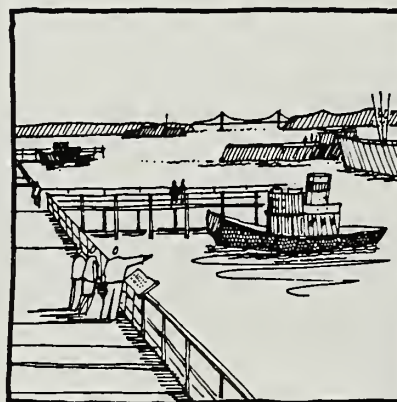
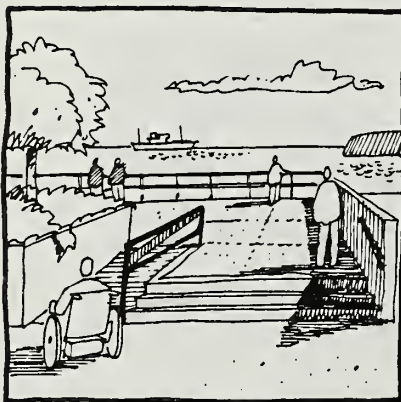


2. Making Public Access USABLE

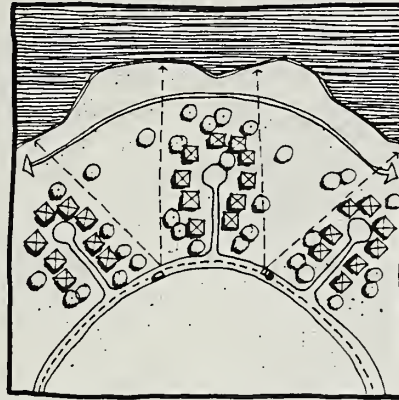
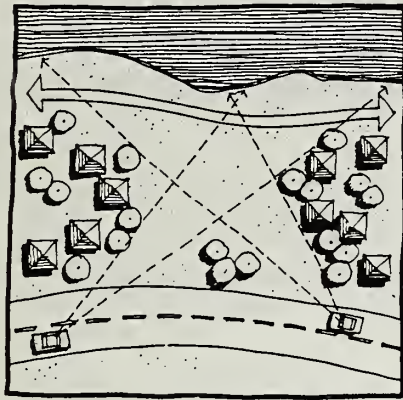
- Take advantage of intrinsic recreational capabilities, such as fishing, viewing, or picnicking, that are consistent with the site and adjacent sites.
- Provide basic public amenities, such as benches, paths, trash containers, drinking fountains, lighting, and restrooms, where appropriate.



- *Provide for easy site maintenance with durable materials, drought-resistant and saline tolerant plant materials, and similar measures.*
- *Maintain reasonably the public access area (pick-up litter, remove hazards, etc.) regularly.*
- *Place and design buildings and other structures to provide useable access areas with maximum sunlight exposure.*
- *Provide public parking where appropriate to serve the site, but keep parking areas small, away from the Bay, and adequately screened.*

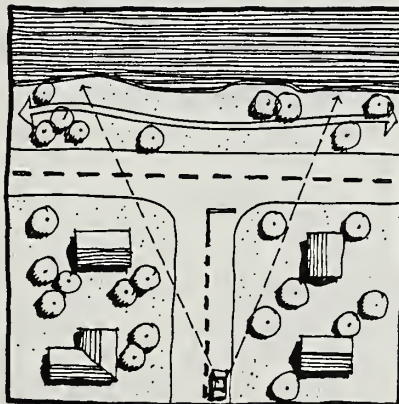
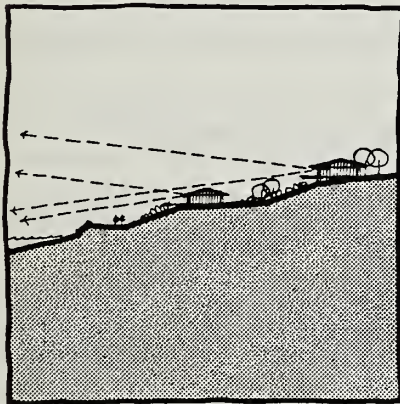


- *Provide some small bayside parking areas or pull-offs for limited in-car Bay viewing where compatible with existing roads and adjacent uses.*
- *Provide attractive screen planting or devices to shield users from incompatible uses, excessive winds, or undesirable noises.*
- *Provide facilities for the physically handicapped to the maximum extent possible.*
- *Where appropriate, provide educational opportunities for the user through identification of unique natural features and historical landmarks.*



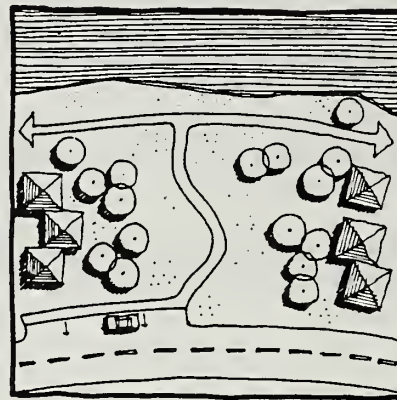
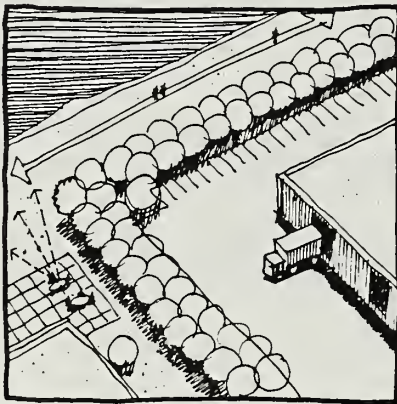
3. Providing, Maintaining, and Enhancing VISUAL ACCESS to the Bay and the Shoreline

- Design public access areas to be visible from both public thoroughfares and the Bay.
- Locate buildings, structures, parking lots, and landscaping of new shoreline projects so as not to obstruct or detract from views of the Bay from nearby public thoroughfares.
- Cluster shoreline development to allow Bay views and access between building clusters.



- In hilly areas, design and locate shoreline buildings to allow for upland views down to the Bay and to Bay access areas.
- Control landscaping to preserve and dramatize Bay views, especially in sideyards, at street ends, and along public thoroughfares.
- Design developments near the junction of waterways and the Bay to preserve views to the Bay along the waterway.

- *Plan roads to keep Bay and access areas in view as much as possible, especially where roads change direction.*
- *In hilly areas, employ split-level lanes to increase viewing and landscaping potential.*
- *Design guardrails to allow maximum views, especially on bridges.*

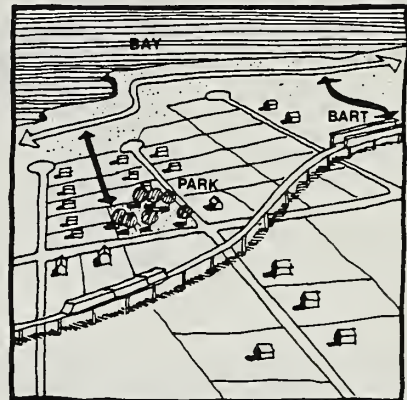


4. Maintaining and Enhancing the VISUAL QUALITY of the Bay and the Shoreline

- *Utilize the shoreline for Bay-related uses; uses that do not orient to the Bay should be set well back from and not impact on the shoreline.*
- *Design shoreline development so as to maintain and enhance the visual quality of the shoreline.*
- *Use forms, materials, colors, and textures that are compatible with the Bay and adjacent development.*
- *Locate buildings, structures, parking lots, and landscaping of new shoreline projects so as not to obstruct or detract from views of the Bay from nearby public thoroughfares.*
- *Control landscaping to preserve and dramatize Bay views, especially in side yards, at street ends, and along public thoroughfares.*
- *Locate parking areas designed to meet local parking requirements adjacent to the Bay shoreline only when there is no feasible alternative location.*
- *Locate service areas away from the shoreline or screen them from public view with suitable fencing or landscaping.*

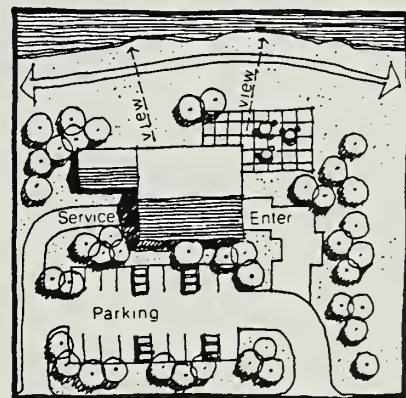
5. CONNECT Public Access Areas to Other Public Access Areas and Public Thoroughfares

- Connect public access with the local park and open space system, school and municipal buildings, public transit systems, shopping malls, and other public spaces.
- Utilize the BCDC Public Access Supplement Map to determine linkages to existing and future public access sites.
- Coordinate public access with nearby park, recreation, and open space agencies to provide for connections to future trail and public use areas that may be in the planning stage.



6. Taking Advantage of the BAY SETTING

- Relate all commercial facilities to the Bay. Take advantage of the setting by orienting to Bay views and providing physical and spatial connectors to the Bay at every opportunity.
- Utilize the shoreline for Bay-related uses; uses that do not orient to the Bay should be set well back from and not impact on the shoreline.
- Provide elevated places for viewing the Bay.



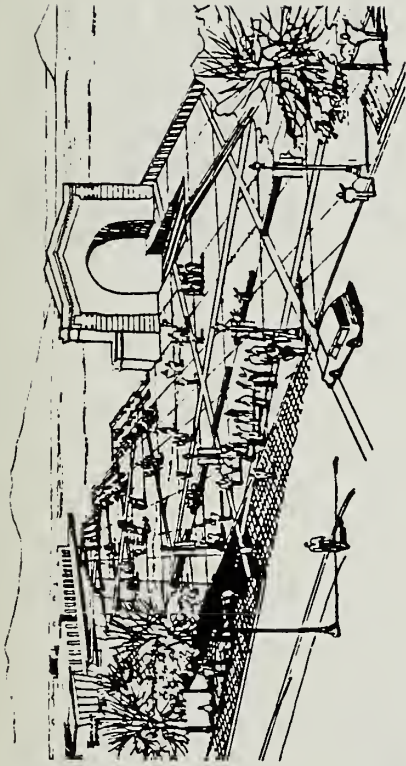


7. Ensuring that Public Access is COMPATIBLE with the Project, Adjacent Development, and the Natural Features of the Shoreline

- Provide appropriate controls for any access to or into sensitive wildlife areas.
- Provide for observation and interpretation of wildlife where appropriate.
- Maintain, enhance, or re-establish marsh or other natural shoreline vegetation wherever possible.
- Maintain, enhance, or complement the site's natural contours, features, and plant materials. Whenever possible, native plant materials should be used (See BCDC's A Bay Shoreline Landscape Guide).
- Remove unnatural debris from shoreline access sites.
- Use forms, materials, colors, and textures that are compatible with the Bay and adjacent development.
- Locate and design public access so as to be consistent with the protection of fish and wildlife habitat.

NOTE: To obtain a copy of the Public Access Supplement Map or A Bay Shoreline Landscape Guide write to BCDC at Thirty Van Ness Avenue, Suite 2011, San Francisco, California 94102

H. Fisherman's Wharf Development Program, Urban Design Plan



FISHERMAN'S WHARF DEVELOPMENT PROGRAM

URBAN DESIGN PLAN

Skidmore, Owings & Merrill
Hargreaves Associates
Keilani Tom Design Associates

May 1989

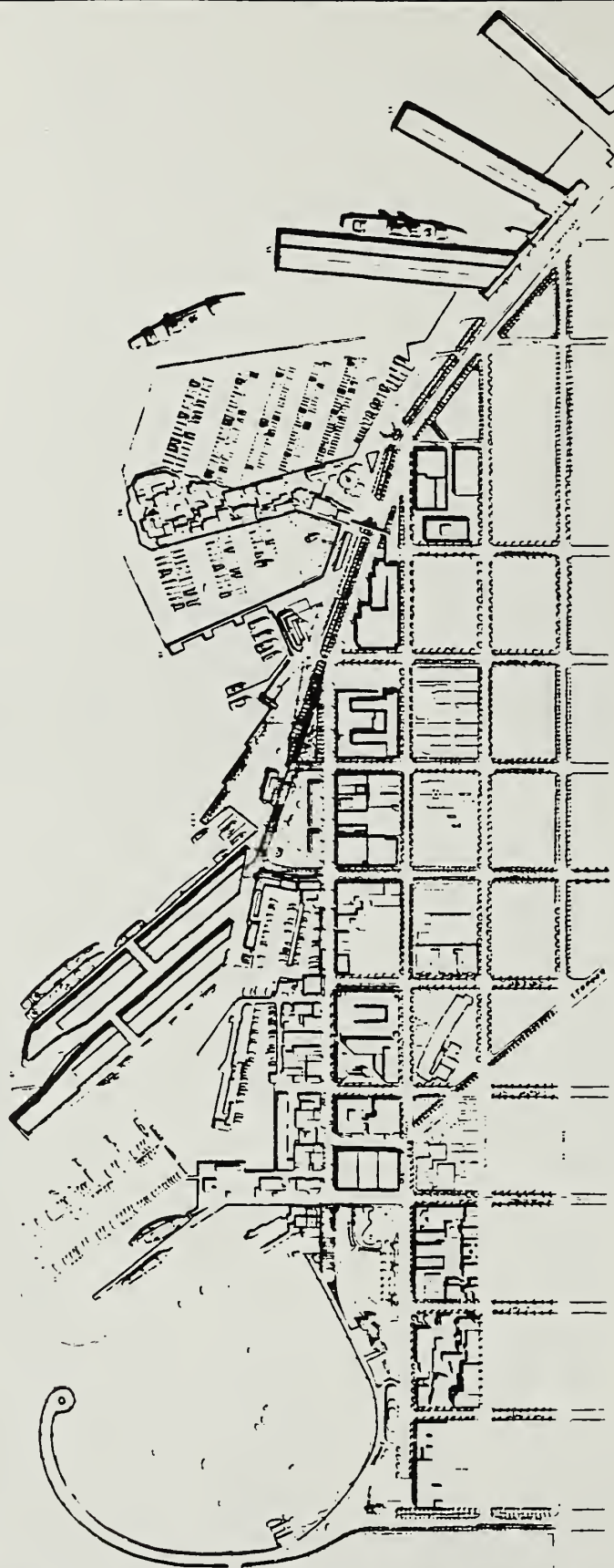
Sponsored by
San Francisco Redevelopment Agency • San Francisco Department of City Planning • Port of San Francisco
in participation with
Golden Gate National Recreation Area • Bay Conservation and Development Commission
San Francisco Public Utilities Commission • California State Coastal Conservancy

and under the guidance of the
Fisherman's Wharf Citizens Advisory Committee

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1. URBAN DESIGN FRAMEWORK



INTRODUCTION

The primary focus of this Urban Design Plan for Fisherman's Wharf is the redevelopment of the Wharf's public open spaces adjacent to San Francisco Bay. The Plan addresses a variety of issues that grow out of this emphasis, including the character of buildings, streets, signage, and landscape features, the accommodation of vehicles and pedestrians, the preservation of views, and the use and treatment of piers, berths, and other key elements of the Wharf area.

Three concepts form the core of the Plan:

- o The Triangle: a triangular plaza in the vicinity of Pier 45 that will provide a focal point for the entire Fisherman's Wharf area.
- o The Promenade: a wide waterfront promenade that extends along the Embarcadero from Pier 35 to Pier 45.
- o The Main Street: the reinforcement of Jefferson Street as the Wharf's most important street and the primary pedestrian link between the Embarcadero and Aquatic Park.

This framework will provide the Wharf with important new open space amenities, a major focal point and destination at its historic center, and strong pedestrian connections between this and other destinations in the Northern Waterfront area.

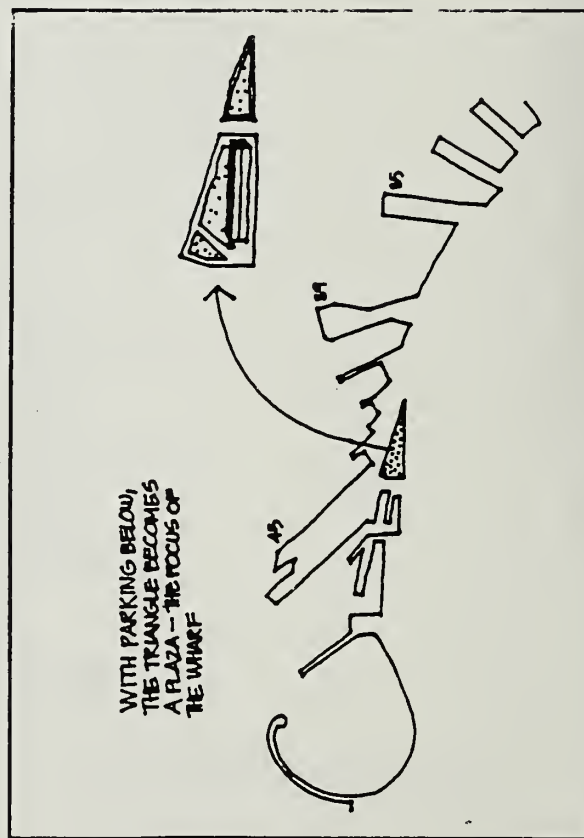
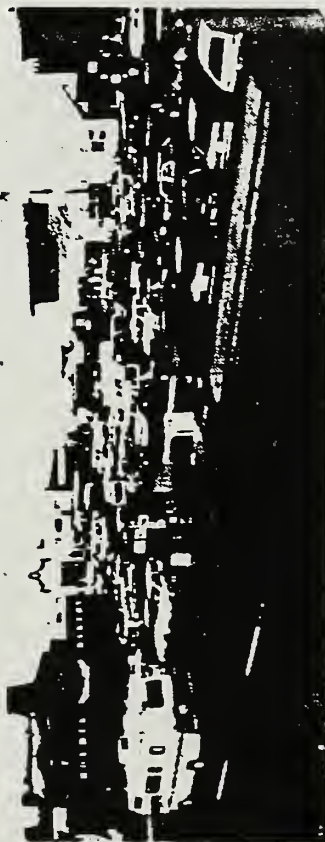
This chapter describes these concepts in detail. It is followed by two related chapters that provide streetscape and building design guidelines and a final chapter that describes the graphics system proposed for the Wharf.

IDEAS OF THE PLAN

1. The Triangle. as the Focus of Fisherman's Wharf

By realigning the Embarcadero Roadway and relocating surface parking in the vicinity of Pier 45 in a below-grade parking structure, Mason Street can be extended to form a large, triangle-shaped public open space at the historic center of Fisherman's Wharf.

Framed by restaurants and Pier 45, the Triangle provides an important civic focal point for the Wharf and adjoining neighborhoods. The small-scale, food-related activities that have found a home in the Triangle will be housed in a "Market Hall". The adjoining public open space will provide the Wharf with a capacious setting for festivals, celebrations, and other outdoor activities.



2. The Waterfront as The Embarcadero Promenade

Removing surface parking along the waterfront and realigning the Embarcadero Roadway west of Powell Street makes possible the creation of a large public open space that extends from Pier 35 to Pier 45.

With an average width of over 150 feet, the Promenade will create access and views to the water's edge and tie the Old Wharf area at Taylor Street to Pier 39 and the Pier 35 Cruise Terminal.

The Embarcadero Promenade will be a major contribution to the significant public spaces which now exist along the water's edge within the San Francisco waterfront. It will also provide an appropriate terminus for the Embarcadero Roadway.



THE WATERFRONT PROMENADE
IS EXTENDED TO THE TRIANGLE
AND PIER 45 BY REALIGNING
THE EMBARCADERO AND REMOVING
PARKING AT THE WATER'S EDGE



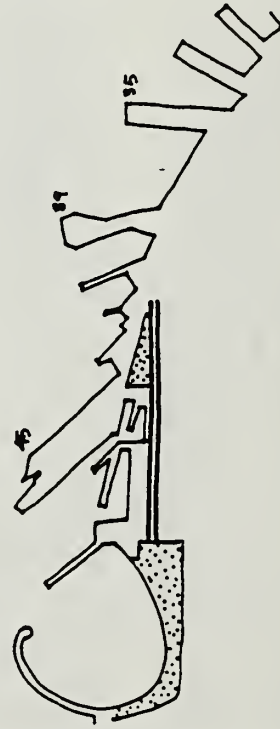
3. Jefferson Street as the "Main Street"

Like most neighborhoods in San Francisco, Fisherman's Wharf has a "main street" which organizes its commercial activities. Jefferson Street differs from other main streets in combining fishing and industrial uses on the north side of the street and commercial and retail uses on the other.

Jefferson Street connects all the major destinations in the Wharf area, including Aquatic Park, Hyde Street Pier, Fish Alley, the Inner Lagoon, the Triangle and the Embarcadero Roadway. By reinforcing the special character of this street, and by emphasizing its use as a pedestrian thoroughfare which links the Embarcadero Promenade and the Triangle with Aquatic Park and Fort Mason, this sense of connection is made even stronger.

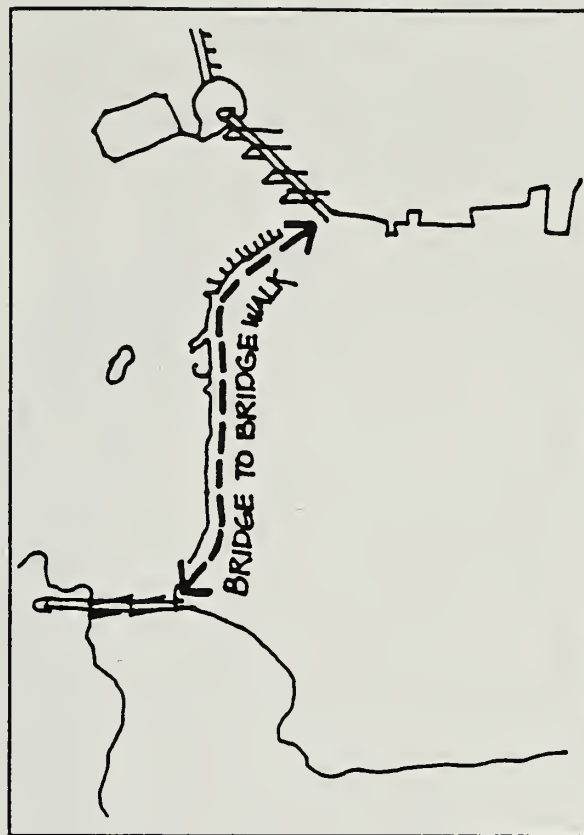
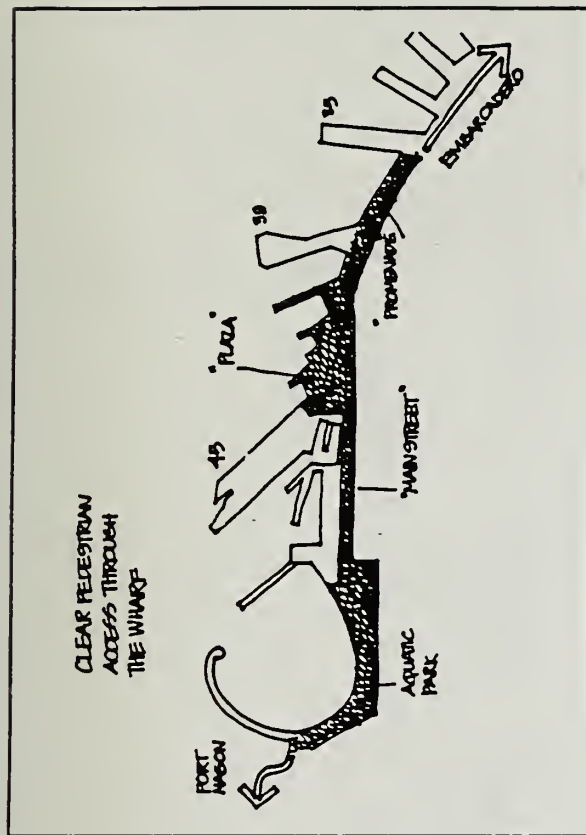


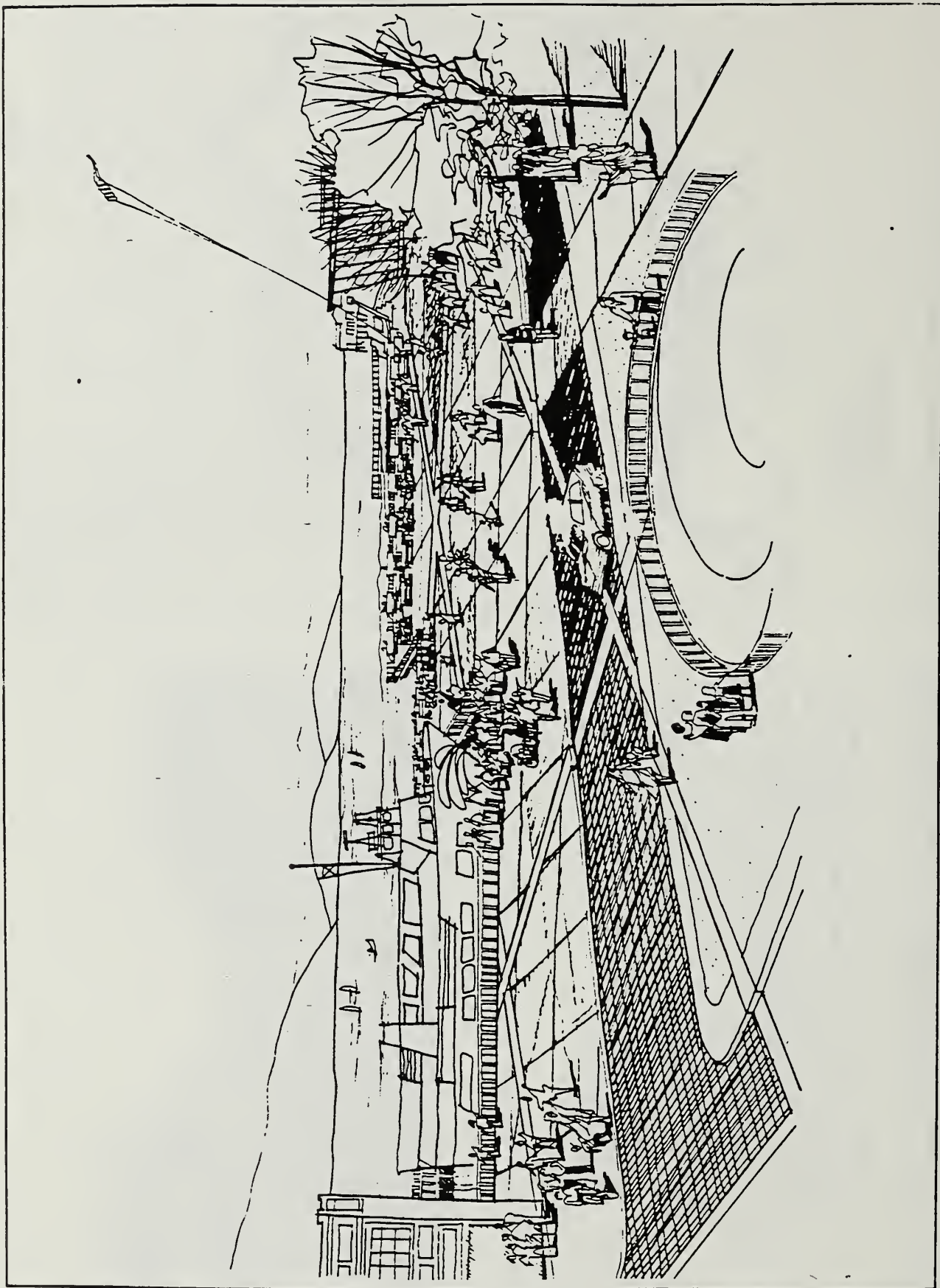
JEFFERSON STREET
IS REINFORCED AS THE
"MAIN STREET" OF THE
WHARF.



4. Fisherman's Wharf as part of a Continuous Open Space at the Bay's Edge

The Wharf area is a weak link in the system of open space along the Bay's edge. The addition of these major new open spaces--the Embarcadero Promenade and the Triangle--and the upgrading of Jefferson Street will create a continuous and coherent pedestrian link through the Wharf, and at the same time complete the bridge-to-bridge public walk which has long been a goal of this community.





**I) San Francisco Waterfront
Transportation Projects Urban Design
Consulting Services - Summary
Memorandum for: Urban Design
Review...**

**SAN FRANCISCO WATERFRONT
TRANSPORTATION PROJECTS
URBAN DESIGN CONSULTING SERVICES**

**Summary Memorandum for
URBAN DESIGN REVIEW OF OVERALL PROJECT
AT "DESIGN DEVELOPMENT" STAGE**

Prepared for:
Office of Chief Administrative Officer
City and County of San Francisco, California

Prepared by:
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In Association with:
AGS, Inc.
Cambridge Systematics, Inc.
Helene Fried Associates
Keilani Tom Design Associates
Levy Design Partners

13 December 1991
SA #11268.00

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SAN FRANCISCO WATERFRONT TRANSPORTATION PROJECTS

URBAN DESIGN REVIEW OF OVERALL PROJECT AT "DESIGN DEVELOPMENT" STAGE

SECTION I: BACKGROUND

1. Introduction

This memorandum provides a summary review of the overall "Design Development" for the Waterfront Transportation Projects surface roadway and urban design (streetscape) improvements. The review has been prepared by the urban design consultant team led by Sasaki Associates. Input to this review has also been provided by the consulting design and/or engineering firms of AGS, Inc.; Cambridge Systematics; Helene Fried Associates; Keilani Tom Design Associates; and Levy Design Partners.

2. Scope of Review

The scope of this review includes the proposed surface roadway and urban design improvements for four roadway segments of the San Francisco Waterfront Transportation Projects including the following:

- King Street (from Sixth Street to Second Street)
- Embarcadero South (from Second Street to Folsom Street)
- Embarcadero North (from Broadway to North Point)
- The Fisherman's Wharf Loop (transit-related portions of Jefferson, Jones, and Beach Streets in the Fisherman's Wharf area)

Note: The Mid-Embarcadero area between Folsom Street and Broadway (at the Ferry Building) is excluded from this review.

This is a general review, providing a discussion of issues affecting the design of the project as a whole (all four segments). Generally, the Consultant Team found the Project at "Design Development" stage to be a good interpretation of the goals and criteria established by the Phase I and II Urban Design Studies for the Project. Therefore, this memorandum focuses primarily on the general design issues which require further study. Also design issues and details which apply to specific segments of the project will be discussed on a segment-by-segment basis at future dates throughout the course of the Project.

3. Design Principles

Sasaki Associates, Inc.

At the outset of the review process, design principles were defined by the Consultant Team. These design principles were derived from goals, comments, written memoranda, and other documents previously prepared by the Port Commission, Arts Commission, Department of Public Works, Public Utilities Commission, the Office of the Chief Administrative Officer, and others. Specific additional design principles were identified by the Consultant Team.

The purpose of the design principles is to provide a common basis for evaluating the various design components (i.e. paving, benches, plantings, etc.) which are proposed for the Project.

Two categories of design principles have been identified:

- Common Design Principles which apply to design components in all four segments of the project area.
- Specific Design Principles which apply only to a specific segment of the project area. These principles apply in addition to the Common Design Principles.

Following is a summary of the eleven Common Design Principles which are applicable to all four segments of the Project. Specific Design Principles will be discussed later on a segment-by-segment basis.

3.1 Common Design Principles

1. Appropriate Scale (i.e., scaled to be compatible with existing elements of the Waterfront)
2. Simple
3. Bold (i.e. strong, in appearance and in function)
4. Integrated (both internally consistent and integrated with surrounding external features)
5. Authentic: - Functionally appropriate application
- Historically accurate (where applicable)
6. Part of a Background Vocabulary (not a collection of decorated "attractions")
7. Modularity (allowing for future changes and flexibility)
8. Utilitarian (in function and/or aesthetic character)
9. Maintainable (within the generally accepted resources and practices of the City)
10. Budget Feasibility
11. Enhance Urban Pedestrian Environment

3.1.1 Application of Design Principles to the Embarcadero Segments

The Embarcadero (North and South) is unique among the four waterfront roadway segments. Due to its location at the edge of the water, the Embarcadero segments have three distinct zones, each of which has a different role and function. These zones, and their primary role, can be summarized as follows:

ZONES:	Cityside Zone	Median Zone	Waterfront Promenade Zone
Role & Function:	<ul style="list-style-type: none"> • Part of the City • Edge of City 	<ul style="list-style-type: none"> • Transit Corridor • Design transition zone between City and water edge • Unifies two sides of Boulevard 	<ul style="list-style-type: none"> • Edge of the Water • Strongest visual "attractions"

As a result of the differing role and function of each zone, the appropriate urban design treatment is unique in each zone and the relative importance of each Design Principle varies. Following is a summary of the relative importance of each of the Common Design Principles to each Embarcadero Zone:

1.	Appropriate Scale:	x	x	xxx
2.	Simple:	x	xxx	xxx
3.	Bold:		x	xxx
4.	Integrated:	x	x	x
5.	Authentic:		x	xxx
6.	Background:	xxx	x	x
7.	Modularity	x	x	xxx
8.	Utilitarian:		xxx	xxx
9.	Maintainable:	x	x	x
10.	Budget Feasibility:	x	x	x
11.	Enhance Urban Pedestrian Environment	x	x	xxx

3.2 Specific Design Principles

In addition to the Common Design Principles, Specific Design Principles apply to each of the specific project segments, depending on the urban design role of that segment. To further guide the design review process, the Consultant Team defined the primary urban design role of the various project segments and the related Specific Design Principles as follows:

3.2.1 The Embarcadero

Specific Design Principles that apply only to the Embarcadero segments and their relative importance by zone include the following:

Specific Design Principle	Cityside Zone	Median Zone	Waterfront Promenade Zone
E1. Express Layering of the City's Edge:	x	x	x
E2. Express Edge:	x		xxx
E3. Protect Views:	x	xxx	xxx
E4. Working Waterfront Character		x	xxx

3.2.2 King Street

The King Street segment also has a role and function which is unique from the other three project segments. This unique role has a direct bearing on the Specific Design Principles which should be applied to the street including the following:

Role: Gateway to the Waterfront and the City

Specific Design Principles:

- K1. Symmetry
- K2. Transition zone which is unique from the Freeway and the Embarcadero
- K3. Entire street acts as a "linear gateway"
- K4. Serves as a Speed Transition Zone

Role: Linkage and continuity of cross streets as a part of the urban fabric

Specific Design Principle:

- K5. Provide intersection definition along King Street to announce the importance of cross streets

3.2.3 The Fisherman's Wharf/F-Line Loop

The roles and functions of the Fisherman's Wharf/F-Line Loop include the following:

Role: Contribute to the lively Fisherman's Wharf atmosphere

Specific Design Principle:

F1. Themed attraction is appropriate

Role: Pedestrian promenade: the Fisherman's Wharf area (particularly Jefferson Street) has pedestrians moving through the area, often oblivious to traffic movement.

Specific Design Principle:

F3. Safety - there must be clear definition of pedestrian/transit zones

SECTION II: PROJECT REVIEW

Based upon the design principles and other background information described in Section I, this section describes the overall review for the project.

Design review of the project is based upon the Waterfront Transportation Projects Urban Design Criteria (approved by the Port Commission: February 1991) and drawings prepared by the City and County of San Francisco Department of Public Works (DPW) Landscape Architecture Section, dated March 1991 (scale: 1"=40').

1. Design Components

For purposes of review, the design proposal was segregated into the major components of streetscape urban design including the following:

- Paving
- Planting
- Street Furnishings
- Lighting
- Signage and Signalization
- Public Art
- Response to Adjacent Land Uses

Following is a discussion of each major design component as it relates to the project as a whole. Where applicable, conflicts with the previously established Common or Specific Design Principles are noted in parentheses.

2. Paving

Generally, the palette of paving materials for the Project is simple, meets the previously established goals and design principles for the Project, and is appropriate to the waterfront environment. Primary areas of overall design concern relate to the detailed application of the paving material palette at the following areas:

- Pedestrian crosswalks/median bullnose (Design Principles 2, 4, 6)
Generally, the paving system in these areas appears much more complex than necessary. There are too many different colors, textures, forms, and materials at street intersections. In addition, multiple pedestrian "ramps" and inconsistent ramp height contribute to the visual complexity of these areas. Design of these areas should be simplified (see Sasaki memo "South Embarcadero Segment - Design Review at 70% Completion" dated 6 December 1991).
- Promenade edge - Waterside (Design Principle 4)
In many areas, the project boundary does not extend continuously from curb to building face of bulkhead buildings or other structures. This will result in "leftover" unpaved areas between edge of new paving and building face (usually to be paved in asphalt). To every extent possible, the paving should be extended to building faces, thereby creating a more complete appearance to an area.
- Concrete cobbles are an appropriate paving material for the medians. However if the units are mortared over the tree root zone, the Consultant Team is concerned that plant growth will be restricted. It is therefore recommended that the possibility of assembling the cobbles into larger units (i.e., 2'x3' or 3'x3' units) and set on a sand bed be investigated. This installation will provide a semi-pervious surface and improved conditions for plant growth. The size of the panels will allow one or two people to install, while being too large and heavy to be removed by vandals.

3. Planting

For the Project as a whole, the primary planting consideration is the use of street trees. The use of street trees varies by segment, however.

The Embarcadero Segments (North and South)

Street trees on the City side of the roadway as proposed are appropriate to define the Edge of the City. There is also recent historical precedent for street trees along the City side as part of the grid of streets (with street trees) that meets the Embarcadero, and the existing parks and open spaces. Indeed, there is substantial existing tree planting along the entire City edge of the Embarcadero including Francisco Bay, Levi Strauss Plaza, Justin Herman Plaza, and the Bayside Village Apartments. A strong street tree statement will help define the edge of the City and unify the edge of the new boulevard. It is therefore worth the cost and effort that will be required to assure successful trees along the City edge.

Like all design features of the project, City-side street trees should conform to design principles applicable to this zone as described on pages 3 and 4. In addition, a few general considerations include:

- The tree should be large, to significantly define the City edge
- The tree should be different from the median tree to define the City edge
- Either a loose, open, informal character or a more formal character would be appropriate for the trees in this zone.

Median trees as proposed along the north and south segments of the Embarcadero are a different issue. Median trees are not recommended by the urban design Consultant Team, unless very special measures are taken to assure their success, both as an urban design statement and as healthy living specimens.

There is considerable question whether the selection of any tree will achieve the urban design principles that have been established for the Project.

Among the design-related problems are the following:

- Median trees will define the edge of the City at the median rather than the inside (City-side) curb.
- Median trees increase the potential for obstruction of waterfront views.
- Median trees could cause the Embarcadero to appear as "two streets" - one symmetrical, tree-lined on both sides; the other asymmetrical - thereby reducing the strong waterfront boulevard effect.

- Severe limitations of the growing environment (plant pit size, salt spray, wind, transit impacts, and traffic restrictions) make the likely success of median trees highly questionable (particularly at left turn pockets). Unsuccessful median trees will be a highly visible urban design problem.
- The use of median trees is not a necessary component to assure the aesthetic success of the Embarcadero roadway project. The most important elements are already in place (bulkhead buildings, piers, the Bay Bridge, the water, the sky). Other new elements (such as the street and pedestrian lighting, effective use of signage and banners, etc.) can also provide aesthetic interest and scale to the roadway. Specific features, such as the "Acorn" and "Teardrop" lights along the length of the roadway will be a strong unifier and provide a visual linkage throughout the Embarcadero.

These problems are not insurmountable. Indeed, despite the general urban design and horticultural reasons that do not strongly favor median trees, if median trees are carefully selected in response to the design principles, they can make a positive urban design contribution.

To date, the intended image which the trees of the new Embarcadero roadway are intended to make has not been clearly articulated. The use of median trees will be a major determinant of the image of the roadway.

As a general image concept, the Consultant Team recommends that the image of the new roadway be of a unified, formal (or semi-formal) boulevard, rather than a "roadway through the park". To capture this image and meet the applicable design principles will depend upon two primary considerations related to median trees: Selection of an appropriate tree species, and proper design of the tree growing environment.

- Tree Selection:
 - For both urban design and horticultural reasons, a median tree species which is unique from the City-side species is appropriate.
 - Median trees should make a strong "allee-type" statement along the roadway.
 - Trees must be uniformly successful.
 - The median trees should generally achieve the same stature (size) along the entire Embarcadero.
 - The tree should be a "well-mannered" tree which provides definition and a degree of formality to the roadway.
 - The trees should unify the two sides of the roadway rather than dividing it.
 - The median trees should not have a very large head or canopy.

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- Design of the Planting Environment: The Consultant Team has considerable concern that the planting environment proposed for the median trees is unsatisfactory for the healthy, uniform growth of all trees. In particular:
 - The left turn medians being narrow in width, are a severe constraint for tree planting. It is recommended that all trees in these areas (in all segments) be removed.
 - Mortared concrete cobble paving over tree planting areas will limit root access to oxygen and moisture. Alternatives to direct paving over tree root areas should be used. (See also Section II.2.)
 - Restricted root area (over box sewer) will limit uniform success of trees. Small raised planters may be insufficient for healthy plant growth and are not of appropriate scale for the new street. Raised linear planters which extend for one or more blocks should be considered for reasons of both urban design scale and plant success. Where box sewer limitations are not present, raised planters should be deleted.

King Street

Street trees on both sides of the street are appropriate to reinforce the symmetrical and linear "Gateway to the Embarcadero" character of the King street segment.

Median trees as proposed are also appropriate in this segment if they are vigorous and healthy. However, although King Street may be a more favorable environment than the Embarcadero, their success also may be difficult to assure. The same criteria applying to tree species selection and growing environment apply to the King Street median trees.

The Fisherman's Wharf Loop (Jefferson Street/Beach Street)

Tree planting is not proposed in this segment.

4. Street Furnishings

The palette of street furnishings includes the following:

- Benches
- Trash Receptacles
- Bollards
- Guard rails
- Hand rails

For all street furniture elements, there is a general problem of design integration. (Design Principles: 1, 2, 3, 4, 6, E4) There are three general design considerations:

- 1) Design integration of all street furniture elements. Various proposed street furniture elements (such as the benches and the trash receptacles) are not of similar design vocabulary. This is partially due to the desire to purchase standard catalog item furnishings for reduced initial cost and in order to assure future availability. However, it is recommended that further design study be conducted to create a unified palette of street furnishings. This could include the minor adaption of standard furnishings readily available to conform with an overall design vocabulary.
- 2) Design integration with other proposed elements of the Promenade project. The proposed street furniture elements also show a lack of integration with other new features to be constructed as part of the Project. One of the most important of these is the Promenade Ribbon art project which has evolved as a powerful and bold vocabulary which is appropriate to the scale of the waterfront. This project could serve as a paradigm for the design of other street furnishing elements.
- 3) Relation of existing waterfront features. Because the street furniture elements are part of a standard, citywide palette of catalog items, they do little to reinforce (indeed they compete with) the unique working waterfront character which is an important design principle, particularly for the North and South Embarcadero segments of the Project.

Since it is impossible to design a project that is entirely "customized" to the San Francisco Waterfront, it is important to emphasize the importance of Design Principle Number 6 (streetscape improvements primarily as background elements) for all street furnishings. Bold, simple elements which are compatible with existing waterfront features are both appropriate design statements and will be generally affordable. The bold simplicity of the Promenade Ribbon art project serves as a model for this type of treatment.

It is recommended that the proposed benches and trash receptacles be deleted from the Waterfront Promenade; and alternatives which are of the same design vocabulary as the existing and proposed waterfront elements be considered. However, the proposed benches and trash receptacles are appropriate for use on the City side, meeting the design principles which are applicable to that specific zone within the Embarcadero. The proposed metal bollard is considered an inappropriate modification and use of an utilitarian waterfront element which was historically used for ship tie-downs (Design Principle 5). Potential alternatives include the integration of the Promenade Ribbon art project to satisfy bollard requirements and/or a bollard design which is not nautical in theme and more functionally appropriate to the purpose proposed.

5. Street and Pedestrian Lighting

There are three general types of street and pedestrian lighting proposed:

- Roadway edge historic "Acorn" fixtures
- Median historic "Teardrop" fixtures
- "Cobra-head" lighting at Beach Street

5.1 Light Spacing

Generally, the lighting plan meets the design principles established for the Project. The lighting plan as proposed provides an appropriate and positive unifying theme with the exception of the lights north of North Point. This will be discussed under Section II.5.4. The 50' spacing for "Acorn" fixtures and 100' spacing for median "Teardrop" fixtures will give a strong definition to the new boulevard and Waterfront Promenade.

5.2 Street Light Design and Color

The somewhat delicate and ornamental features of the light fixtures and poles conflicts with some of the previously established design principles (notably nos. 2, 3, 6, 8, E4). However, it is the general consensus of the Consultant Team that there is sufficient historic precedent for use of such lighting along the waterfront. In addition, the street lights will be an important unifying element of the street along its' entire length, both day and night. As such, being the only continually unique streetscape element which is not part of the background, the historically detailed light fixtures will add a level of attractiveness to the street which is appropriate.

This suggests that the street lighting should be further distinguished by use of a color which is unique from the color which is used for all other vertical elements and poles which are required for signage, signalization, and other strictly utilitarian purposes. Three blue colors have been proposed for the street lights. The use of City Standard dark olive green is proposed for all other poles and signage hardware. Selection of the appropriate color combination should be deferred pending painting of three sample light poles.

In addition, the double arm (twin) "Teardrop" fixture at the median will provide a stronger symmetrical image for the new boulevard and it is therefore recommended that the double arm "Teardrop" be used.

5.3 King Street Lights

The Consultant Team recommends the continuation of the median "Teardrop" lights from the Embarcadero down King Street without the accompanying sidewalk "Acorn" lights to provide a special image for King Street as a "Gateway" street, as well as a visual linkage with the Embarcadero. This will not substantially impact the unique visual character of King Street because other streetscape elements, such as planting, and sidewalk paving, and the adjacent buildings/land uses will remain distinctly different from the Embarcadero roadway.

5.4 Lights North of North Point

"Acorn" fixtures on 24' high poles are proposed along the sidewalk on Jefferson street for both illumination and support of the transit electrification system. The scale and proportion of using the "Acorn" fixture (the "pedestrian light fixture") mounted on a 24' high pole is awkward in proportion (tall pole with single light) nor pedestrian-scaled. The continuation of the 24' high median "Teardrop" fixture (the "transit" light fixture) along Jefferson Street will be functional, and will provide an appropriately scaled fixture and extend the sense of a "transit-related" theme.

6. Signage and Signalization

There are three general types of signage and signalization to be considered on the project:

- The Historic and Interpretive Signage art project.
- Directional and informational signage for motorists, pedestrians, and transit users.
- Regulatory signage (primarily for motorists).

The Historic and Interpretive Signage art project will be discussed further in Section II.7.

For the Project as a whole, there are three critical design issues related to the directional, informational, and regulatory signage system as proposed. These issues include:

- Number of poles and their locations. To the maximum extent possible, poles for support of signs, signals and transit needs should be consolidated. However, it is not recommended that historic features (such as the "Acorn" or "Teardrop" lights) be combined with utilitarian sign or signal mast arms as currently proposed. This will create visual integration problems of both form and color (if two color systems are selected).
- Integration of signs with proposed poles. All directional, informational, and regulatory signage should be designed into an integrated background system which is consistent in form, color, and materials.
- Relationships of poles and signage to other street features including lighting, Historic and Interpretive Signage project, and other important features. These features should have prominence over the utilitarian directional, informational and regulatory signage system.

The above considerations suggest that the directional, informational, and regulatory signage system should:

- a) Be further consolidated into a unified pole/structural system
- b) To the extent allowed by applicable code, be of a single, unified, background color and structural system

Since most signage elements are square or rectangular, it is recommended that an integrated perpendicular mast arm signage system and signalization system be adopted.

Three examples of such a system are found: (1) on Market Street in San Francisco, (2) in the downtown area of Palo Alto, (3) and along El Camino Real in Palo Alto.

7. Public Art

To date, two public art projects have progressed to a suitable point for preliminary design review: the Promenade Ribbon Project and the Historical and Interpretive Signage Project. Both of these projects meet most of the relevant design principles. For each of the projects, however, specific additional design considerations include the following:

- Promenade Ribbon Project
 - Integration of design elements with other street furnishings (Design Principle 4) will greatly improve the "streetscape scene" in the areas of the art project. Preliminary artist studies indicate this may be possible and show great promise.
 - Budget Feasibility. Although the Consultant Team has not conducted a cost analysis, it is recommended that such an analysis be conducted soon.
 - Scale of the project components, such as the back of bench, the width of the walled walkway and the height of the low walls should be reviewed.
- It is recommended that full size mock-ups of key Promenade Ribbon components be made for review on site.
- Historical and Interpretive Signage Project
 - Integration and location of vertical elements with other street elements (including poles, signage, street lighting) is the primary concern of this project. (See Sasaki memo "South Embarcadero Segment - Design Review at 70% Completion" dated 6 December 1991)
 - The construction design of the project components should take into consideration the site conditions of the waterfront environment, such as wind, salt spray, filled land, etc. This is of particular concern related to surface finishes.

8. Response to Adjacent Land Uses

There are two relevant areas of design concern relating to land uses adjacent to the Project. These include:

- Influences from adjacent areas which may warrant deviations to the proposed design.
- Modifications to adjacent areas or proposed projects which should be made to insure better compatibility with the Waterfront Transportation Projects. Although such areas are outside the project boundary (and therefore out of the direct control of this project) negotiations with adjacent landowners could be undertaken which may be beneficial to both parties.

There is no aspect of the overall proposed design which should be modified (over the entire Project) as a result adjacent land use impacts. However, on a specific site basis, there are locations that affect specific segments of the Project. These include:

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- Roundhouse: Re-design of the Embarcadero/Sansome Street intersection should be considered to allow possible extension of historic rails (or "ghost image") to the switchbox which currently exists in the street.
- Hills Plaza: If trees are planted in the roadway median, spacing should be modified to align with arch columns, thereby allowing improved views. This will result in a virtually unnoticeable variation in the median tree spacing in this area.
- Delancey Street: Paving materials adjacent to Delancey Street should be retained. They are of a higher standard than those proposed for this project while also being compatible.

There are also no overall changes that should take place to all adjacent land uses in response to this project (that, of course, would be virtually impossible to achieve). However, there are specific adjacent areas in each segment for which modification would enhance the Waterfront Transportation Projects. These include:

- South Beach Park: The streetscape treatment along the park should be a continuation of the Waterfront Promenade: sidewalk in the 5'x5' paving grid pattern at the curb, "Acorn" light fixtures and no street tree planting. The Gateway art project should mark the beginning of the Embarcadero (preferably near the intersection of Second and King Street) and the waterfront boulevard streetscape should begin at that point.
- Levi Strauss Plaza: Trees and shrub planting along the street edge should be removed to both visually and physically integrate and open up the park to the Embarcadero and the waterfront.
- Francisco Bay East and West: The interface between the office park development and Embarcadero streetscape requires further studies as the design is refined in the Construction Documents Phase. Specific considerations include replacement of existing pedestrian lighting adjacent to the new roadway and sidewalk, and clearance problems of existing trees. Consideration should also be given to the relocation of the sidewalk along Bay Street to remove it from its depressed condition along the Francisco Bay (north) building face.

J) Embarcadero Roadway Art Ribbon Project - General Information.

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TECHNICAL REPORT

on the

LIGHTING

of the

ART RIBBON PROJECT

Embarcadero Promenade

Project Description

In simple terms the Art Ribbon is a five foot wide, continuous strip of integrally colored, absolute black concrete paving. It occupies a linear band within the city's five foot grid scoring pattern on the Embarcadero Promenade sidewalk. At various appropriate places along this stripe the concrete rises from its typical condition, flush with the surrounding sidewalk, to form benches, bollards, picnic platforms and walking features. At the center of this Ribbon is an additional continuous eight inch wide stripe of three inch thick solid glass pavers. This line of glass is formed by eight inch and three inch long units, allowing the pavers to follow the exact profile of the Ribbon, as it goes up and down for the various features and uses. All the pavers will be coarsely sandblasted to render them slip resistant.

Lighting Description

Providing lighting under the glass pavers will enrich the Art Ribbon immensely by giving the project a distinct night character. The light will reflect off the internal surfaces and appear through the sandblasted top surface as a glowing source. This should make the entire promenade more inviting for night use by the public and provide a unique waterfront effect to attract their interest.

The Technology

The actual light comes from one or one-half watt miniature bulbs at two inches on center inside of a one-half inch diameter clear plastic tube. These light tubes have a rated lamp life of 40,000 hrs. or if in operation for 12hrs/a day - 365 days/ per year, they will need replacement every 9.3 years. This would be accomplished by using a special suction cup device to pull up one of the glass pavers, which has been detailed for easy removal every 25 feet. After exposing the tube, it can be disconnected, pulled from the cast-in-place cavity under the glass pavers and then pulled back in place. This can easily be accomplished by one person with a couple of handtools. The light tubes are water sealed at each end and at the lead end the kynar coated wires pass into a one inch diameter galvanized steel conduit. The conduit, as per the city engineer's requirements goes directly from the Art Ribbon under the pavement to the street lights, up through their concrete foundation and into the light pole base. Mounted within the base is a transformer, to which the light tube wiring is connected. The power source for the Ribbon lighting is an additional branch circuit at each street light

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Page Two

Embarcadero Promenade

connected directly to this transformer as arranged with the City Electrical Engineer. The Ribbon lighting can be turned off or on by the photocell of the street light or it can be individually controlled with a factory installed switch on the transformer. This entire part of the lighting system can be installed, switched, repaired or replaced through the standard access panel located in the base of every street light.

Lighting consultants and the city engineering staff have agreed that the light levels from the color adjusted high-pressure sodium street lamps should be about 1 to 2 footcandles in the area of the Art Ribbon. In order for the stripe of light to be effective the glow from the glass pavers needs to achieve 5 to 10 footcandles. The minimum range should be possible with the one-half watt bulbs and the 10 footcandle range with the one watt bulbs. In addition, since the tube lighting is filament based, it produces different color frequencies, which add to its effectiveness as a distinctive light source.

Finally, with these different alternatives, the Port Authority can decide how much they can afford for monthly energy cost and the system can be adjusted to accommodate that, as well as allow for future modifications, if conditions change.

Port Art Gets New Look

Art at the Port... Wait a minute, isn't that an oxymoron? A port is a working, primarily-industrial area for cargo and fish handling, while art is something you see in museums or private collections. Right?

Wrong. Those may have been the traditional definitions of each, but today things are changing. The Port is now becoming more open to public access for recreational activities like fishing, sailing, bird-watching, walking or jogging, or just plain sitting and enjoying the view. And with the public access comes an increased emphasis in public art, particularly outdoor art.

Public art at the Port today ranges from a traditional oriental water color entitled "100 Horses" hanging in the lobby of the Ferry Building, to large sculptures in public areas along the waterfront. There are mosaics, murals, statues, plaques, and photographs, with most of the art located in the central and northern waterfront areas.

New art works will emerge around the Port in the next few years thanks to the Arts Commission of San Francisco, whose goal it is to bring art to the people of the City. Three major art projects which are being done in conjunction with the Embarcadero Transportation Projects were approved recently by the Port Commission. They range from practical (signage) to offbeat (ribbon) to recycled (gate-

way), and reflect the broad spectrum of artistic talent available in the Bay Area.

Historical and Interpretive Signage

Local graphic artist Michael Manwaring and historian Nancy Olmstead will tell the story of the Embarcadero in words and images. Their signs will be built into the sidewalks and on the Muni platforms in the new Embarcadero Roadway.

The signs will identify historic sites, tell stories about them, and recall events and the forces and people behind them. Each distinctive marker will visually represent the City's maritime heritage.

Mr. Manwaring has worked extensively on historical projects, including the San Jose History Walk and the History of the Bank of America. Ms. Olmstead is the author of *Vanished Waters: The History of San Francisco Mission Bay* and *Upriver Boats: When Red Bluff was the Head of Navigation*.

Promenade Ribbon Project

Imagine a sculpture two and one-half miles long. That's what will be in place when the construction of the Promenade Ribbon is complete. This project, the brainchild of an artist/architect team of Vito Acconci, Stanley Saitowitz and Barbara Solomon, will extend from Bay and North Point along the Embarcadero to Townsend.

It will involve a five-foot section of paving of the 25-foot wide sidewalk of the Promenade. At times this strip of dark cement will be flush with the pavement, and at times it will rise, becoming benches, low walls, and bollards. The benches will occur where the views are most spectacular or in areas around restaurants where they can create small plazas for people to stop to eat lunch or rest.

The line of black concrete, the "ribbon" described in the project name, will be continuous, marking the length of the Promenade. At the center of the strip will be a line of solid glass block, reflecting the water and the sky and serving as a line marking the edge of the City.

Mr. Acconci is a New York artist whose works have shown in New York, Los Angeles, Chicago, and Rome. Both Mr. Saitowitz and Ms. Solomon hold architecture degrees from the University of California at Berkeley. He is a working architect and she is a graphic designer and a teacher.

Embarcadero Gateway

World-famous artist Mark DiSuvero has been commissioned to create a large-scale sculpture at the southern edge of the Embarcadero, at Second and King Streets. This work will serve as a symbolic gateway to the Port and the Embarcadero Roadway area.

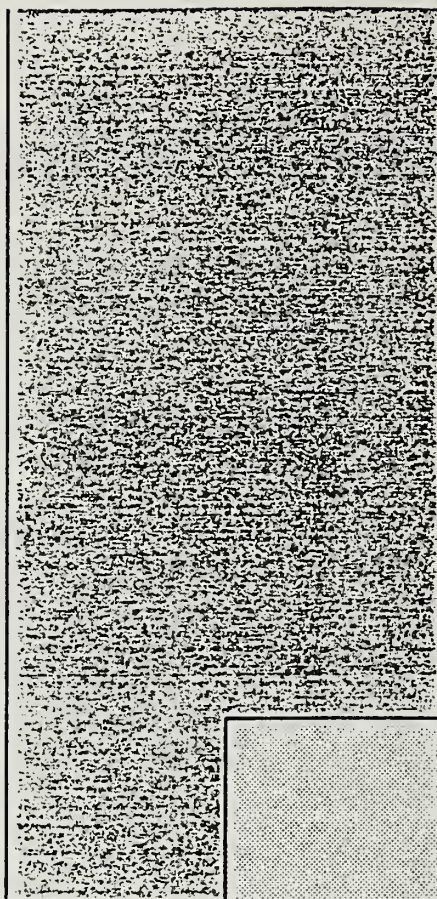
Shanghai-born, Mark DiSuvero emmigrated to San Francisco when he was eight years old. One of the early jobs he had was in the ship-building and ship-repair industry, and it is said that it was here that he picked up his interest in welding and metal working. His ties to the Bay Area are deep, having been a student at San Francisco City College and the California Palace of the Legion of Honor before graduating from the University of California at Berkeley.

Today he is a highly-acclaimed "constructionist," known for utilizing scrap metal, found objects and other materials of an industrial and urban culture to build striking, massive works of art. He frequently designs works to fit a particular site, integrating the movements of wind, water and people into the structural dynamics of the space. The as-yet undesigned Embarcadero Gateway is expected to reflect these stylistic patterns.

His art is on display throughout the world, including in the collections of the Hirschorn Musuem, Washington, DC, and the Whitney Museum of American Art and the Museum of Modern Art in New York City.

Can You Identify the Art?

These are pictures of art currently installed on Port property? Can you guess where each is located? (Answers on page ____.)



A

B

C

D

E

K) Embarcadero Roadway Historical & Interpretive Signage Project, Michael Manwaring & Nancy Olmsted, September 25, 1992, (partial only).

HISTORICAL & INTERPRETIVE SIGNAGE PROJECT
SOUTH EMBARCADERO SEGMENT
SIGNAGE TEXT AND PHOTOGRAPHS

25 September 1992

Prepared by:

Michael Manwaring & Nancy Olmsted
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IMAGE BEING RESEARCHED

"It is impossible to foretell what will be the ultimate result of this sudden development of wealth. It is sufficiently obvious, however, that the country will be prematurely filled by a restless, excitable, adventurous, and reckless population."

■
Captain John Folsom

F O L S O M
S T R E E T



Captain Joseph L. Folsom 1817-1855

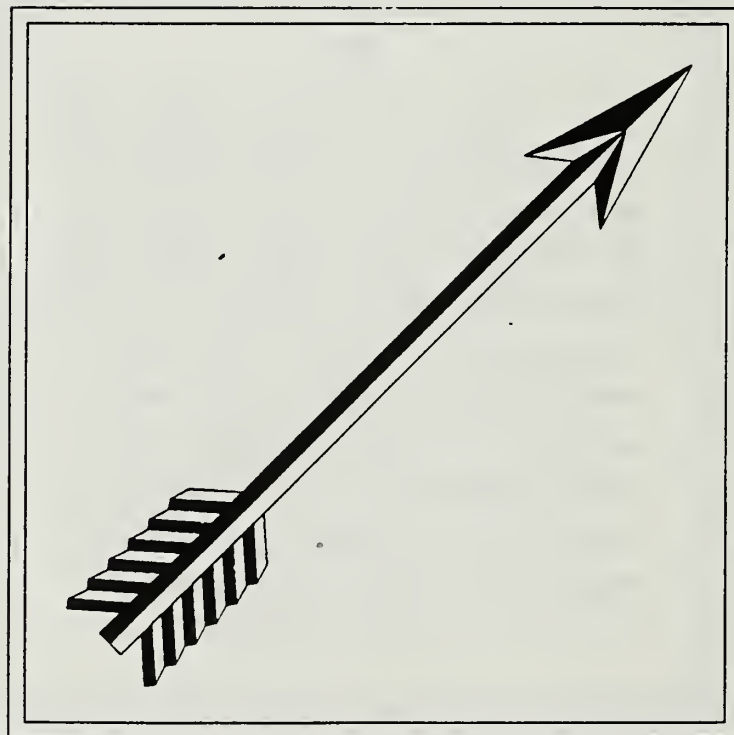
Fortune's soldier, Joseph Folsom graduated from West Point in 1840, and later taught infantry tactics there. Determined to take part in the Mexican War, he pressed his chance to join the Stevenson regiment of the First New York Volunteers as Quartermaster, and sailed for San Francisco, arriving in 1847. Until 1849, Folsom acted as quartermaster in charge of collecting San Francisco port revenues. Returning to the East Coast, with great connexions he acquired the estate of pioneer real estate investor William Leidesdorff, a small part of which now forms the town of Folsom, California.



Captain Joseph L. Folsom • 1817-1855

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■

Captain John Folsom



HILLS BROTHERS'

C O F F E E

Founded in 1876 by Austin and Reuben Hills, Hills Brothers' Coffee became world famous when it launched vacuum-packed coffee in a can in time for the Alaska Klondike Gold Rush of 1898. This building, San Francisco landmark #157, was designed in 1924 by George Keith, architect of many other fine San Francisco buildings including the War Memorial Opera House. The Mediterranean Renaissance design of the Hills Brothers' building reflects the Arabian origin of coffee and, as the craftsmanship of its details shows, the world San Francisco took in their home industry. In the late 1980s, the building was rebuilt for offices, and the larger companion building to the north was constructed in a similar style. The original south tower was used to store coffee beans, and much of the rest of the building was devoted to grinding and roasting. For over 100 years the scent of coffee from this building brought warmth to the waterfront even on the coldest of days.

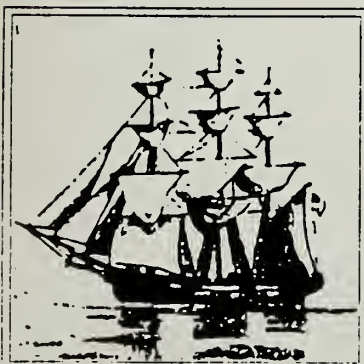
1



"And when the Future shall mature,
which now receives its birth, when
California stands among the mighty
powers of earth, Then Californians,
pause to think who brought these
blessings rare, Think who it was first
pealed the note of freedom on the air,
And you will learn with heartfelt praise,
to bless the happy day, When Freedom
took its westward flight to California."

Anonymous member of Stevenson regiment • 1847

HARRISON
STREET



Q

uartermaster's Clerk of
the Stevenson Regiment of First New York Volunteers,
Edward Harrison came from an obscure past to
occupy a respectable role in the nascent civic affairs
of San Francisco, becoming Port Collector in 1848
before returning to the East in 1850. Harrison typified
the ordinary men of the Stevenson Regiment, recruited
from the Irish mechanics of New York, who arrived
too late in 1847 to affect the course of the Mexican
War in California, but often stayed to rise to
prominence in the state.



